

81 00967

*New  
not under  
S.F. Model Cities  
Agency*

INSTITUTE OF GOVERNMENTAL  
STUDIES LIBRARY

DEC 29 1980

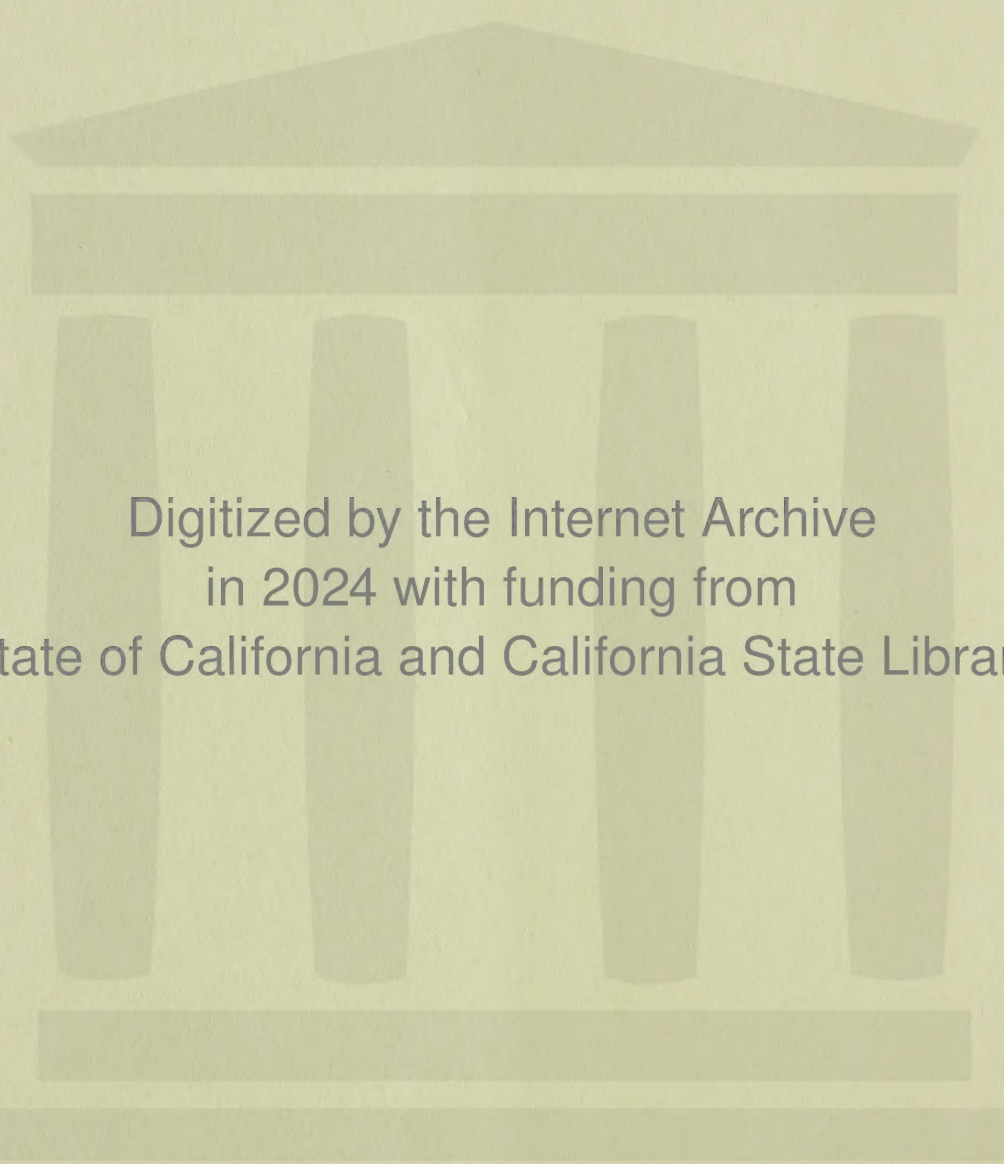
UNIVERSITY OF CALIFORNIA

CDA EVALUATION

**mission education project, inc.**







Digitized by the Internet Archive  
in 2024 with funding from  
State of California and California State Library

<https://archive.org/details/C123307455>

## SAN FRANCISCO MODEL CITIES AGENCY

## EVALUATION DEPARTMENT

APRIL 1976

Submitted by:

Susan Raeburn  
Susan Raeburn

and

Barbara Smith  
Barbara Smith

John E. Watts  
John E. Watts, Executive Director

Clevy Autry  
Clevy Autry, Program Manager

81 00967

INSTITUTE OF GOVERNMENTAL  
STUDIES LIBRARY

JUL 15 2024

UNIVERSITY OF CALIFORNIA



*There remains something in all of us of the childish belief that there is a world of grownups who know. There must be-because we, evidently don't know. It is very shocking then to suspect that the knowers do not exist at all. Everyone is groping around in the dark, just as we are.*

*Peter Berger  
The Precarious Vision*





## Table of Contents

I.	Introduction. . . . .	1
II.	Purpose of Evaluation . . . . .	6
III.	Project History . . . . .	14
IV.	Process Findings	
	A. Administrative Structure and Function . . . . .	51
	B. Central Staff . . . . .	53
	C. Component Operations . . . . .	63
	(1) Tutorial	
	(2) Cultural and Equipment Center	
	(3) Workstudy	
	(4) Career Opportunities Program	
	D. Resident Employment . . . . .	82
	E. Citizen Participation in Administration and Policymaking. . .	85
	F. Planning, Monitoring, and Evaluation . . . . .	90
	G. Fiscal . . . . .	93
V.	Product Findings	
	A. Institutional Impact . . . . .	102
	B. Participant Impact . . . . .	114
	C. Neighborhood Impact . . . . .	130
VI.	Summary of Findings	
	A. Process . . . . .	147
	B. Product . . . . .	155
	(1) Institutional Impact	
	(2) Participant Impact	
	(3) Neighborhood Impact	
VII.	Recommendations . . . . .	164
VIII.	Bibliography and References . . . . .	170
IX.	Appendix . . . . .	172





## Tables

1. Data Sources . . . . .	12
2. Central Staff Administrative Descriptions . . . . .	56
3. Paraprofessional Classification Data . . . . .	65
4. Tutorial Component Administrative Descriptions . . . . .	67
5. Ratings of MEPI Administrative Structure and Function . . . . .	77
6. Definitions of Component Costs and Benefits . . . . .	96
7. Monthly Average of Cost Benefit Ratios (10/1/74 — 5/30/75) . . . . .	97
8. Cost of equipment and Materials Borrowed by Month . . . . .	100
9. Attitudes on Institutional Impact — Tutorial Component . . . . .	103
10. Tutorial Component Site and Participant Characteristics . . . . .	115
11. Tutorial Component On-Site Observation . . . . .	121
12. Tutorial Component Pupil Impact . . . . .	123
13. Paraprofessional Status Improvement and Career Development . . . . .	125
14. Neighborhood Parent Involvement . . . . .	138
15. Parent Contacts by School Site . . . . .	140
16. Attitudes on Neighborhood Impact . . . . .	144

## Figures

1. MCA Evaluation Plan and Process . . . . .	8
2. Generalized Project Context . . . . .	10
3. Cycles of Project Decisionmaking . . . . .	16
4. Mission Amendment to First Action Year CDP 11/70 - 4/71 . . . . .	18
5. Model Neighborhood Areas in San Francisco . . . . .	20





Figures  
(Continued)

6.	Mission Model Neighborhood Areas . . . . .	21
7.	Initial Model Cities Organizational Structure . . . . .	23
8.	First Action Year, 8/1/71 — 8/31/72 . . . . .	26
9.	Initial MEP Organizational Sturcture . . . . .	32
10.	Second Action Year, 9/1/72 — 1/31/73 . . . . .	33
11.	Amendment to the Second Action Year 2/1/73 — 6/30/74 . . . . .	40
12.	Extended Amendment 7/1/74 — 6/30/75 . . . . .	48
13.	Current MEPI Organizational Structure . . . . .	52
14.	Reading Scores — % Difference Between Target Schools and District Median . . . . .	117
15.	Math Scores . . . . .	117
16.	Reading Scores — Spanish-Surnamed and Filipino % Differences from Target Schools and District Median . . . . .	118
17.	Math Scores — Spanish-Surnamed and Filipino % Differences from Target Schools and District Median . . . . .	118
18.	Impact of Social Programs on Urban Neighborhoods: Problems of Scale and Dilution . . . . .	131





## Introduction

The Mission Education Project, Inc. (MEPI), began under the Model Cities program in San Francisco with the primary objectives of improving educational and employment conditions in the Mission district. Residents from the community were to participate in identification of problems, definition of objectives, and carrying out of solutions. To assume meaningful roles in improving their condition, residents were to be given direct access to the decisionmaking process, jobs to run programs, and general encouragement to organize the community around the issues it faced. The benefits would be mutual: improved conditions for residents, increased coordination of neighborhood and city efforts; improved





capacity of local government to deal with citywide problems similar to those faced in the Mission Model Neighborhood Area (MMNA).

The diverse cultural, linguistic, and ethnic characteristics of Mission residents are defined at the same time as creating a uniquely rich composition and complex problems with which the city must deal. The 1970 Census Summary indicates that the Mission population has a significantly younger population, larger families, a higher unemployment rate, less education, and lower income levels than San Francisco as a whole. Within the Mission, there are major differences between the non-Spanish-origin population and Spanish-origin residents, where manifestation of the district problems are greatly magnified. In addition, language and cultural differences of this group have created a feeling of isolation and even alienation from the City and its institutions.

The trend in the last twenty years had been toward an increase in the Spanish-origin population, doubling in the decade from 1950 to 1960 and again from 1960 to 1970. It can be expected, according to the 1970 census summary, that there will be future growth of this population in the Mission and a continuing or increasing demand for the types of services needed now.



Educationally, the constant immigration and existing high percentage of Spanish-surnamed in Mission schools necessitates closer work and a deeper commitment to these children. Great demands are placed on the educational system of San Francisco by this neighborhood and the citywide increase of minority pupils, from 60% in 1960 to 73% in 1973, entering the school system.

In the Inner Mission, schools are crowded and undergoing earthquake-proofing over the next five years. Compared to San Francisco's averages, Mission district public schools show lower student learning achievement, serious reading problems, higher dropout rates, lack of innovative teaching methods, lack of coordinated delivery systems, disproportionate teacher-pupil ethnic balance, and less parent participation.<sup>1</sup> Assessment of these problems and possible improvement of methods has led Mission groups to set goals and strategies toward obtaining more relevant and effective educational services. Out of one such group came MEPI, conceived in 1970 as the Mission Education Projects (MEP), part of the Mission Amendment to San Francisco's First Action Year Comprehensive Development Plan (CDP).

The Model Cities all-inclusive, wide-ranging Program was to allow unique experimental planning processes, management and coordination techniques, citizen participation, and implementation of a nationally supported, locally administered community development program.

---

<sup>1</sup>Mission Housing Development Corporation, "A Plan for the Inner Mission," the Corporation, San Francisco, March 1974, p. 26





Individual Community Development Agencies (CDA's) were given block grants, which each city allowed to determine the program areas in which funds were to be spent, and which among them were to receive priority. It was the first program designed to consider simultaneously both social and physical planning aspects and to relate them to each other in the interest of maximum effectiveness. The planning stage was an integral part of the ongoing program where one year's plan was implemented while the following year's plan was developed. With the ongoing cyclical process of implementation, monitoring, evaluation, and planning, each new year was to profit from the experiences and mistakes of the previous year.

In concept the program was to achieve in a five-year period nothing less than a dramatic social, physical, and environmental reformation of deteriorating urban neighborhoods in six to eight cities. The political reality, however, meant that a larger number of cities would be chosen and ultimately the Model Cities Program was expanded to 150 cities, seriously diluting the impact that funds would have on each city and immeasurably increasing the responsibility and scope of the federal supervisory role. There were not enough funds to overturn urban blight in even a small number of cities, let alone the 150 to be addressed.<sup>2</sup>

---

<sup>2</sup>Washnis, George J., Community Development Strategies: Case studies of Major Model Cities, Praeger, New York, 1974, p. 5





In spite of the inherent contradictions between the program concept and practicalities, many projects made possible by Model Cities funds have succeeded in effecting change in both the processes and products of dealing with urban problems. This evaluation of the Mission Education Project, Inc., has shown it to have developed an effective administration and produced significant institutional, participant, and neighborhood impacts. There remain problems to be worked out to insure the future financial security and continued progress of this project, toward which recommendations of the evaluation will be made, yet considering the magnitude of the problems faced, beginning with the needs of the neighborhood, given the realities and limitations of the Model Cities Program and external forces acting on both the program and the project, it has shown a remarkable survival instinct, adaptability, and overall effectiveness.



### Purpose of Evaluation

Emphasizing the innovative and "demonstration" nature of the Model Cities legislation, the Department of Housing and Urban Development (HUD) has required local CDA's to evaluate the efficiency and effectiveness of the projects under their administration. These evaluations will theoretically be used to facilitate program decision-making at the federal and local levels. In addition to satisfying the HUD requirements and the individual CDA need for current, accurate information on the state of its projects, the purpose of the present evaluation of the Mission Education Project, Inc. is to supply meaningful and documented feedback to the project itself.





As the continuation of the project without Model Cities funds is of prime importance to CDA, this feedback centers on both the project's effort (process evaluation) and its impact on the target populations (product evaluation). By assessing the project's strengths and weaknesses, it is hoped that the evaluation can maximize the project's capability to adapt to the everchanging federal and local climate. For instance, the evaluation may clarify the range of administrative responsibilities to the project director; moreover, the evaluation may help the director in securing alternate funding both by pointing out those areas of the administration which need tightening and by documenting the project's impact on the needs of the community. It is the hope of the San Francisco CDA, therefore, that MEPI will use the findings and recommendations contained in this report to further develop this ability to survive.<sup>3</sup>

#### Scope of Evaluation

The scope of the evaluation of the MEPI is as comprehensive as time considerations and data sources would permit. Because community projects are generally vulnerable to external forces on decisionmaking, the report considers the effects on MEPI of pertinent federal, state, and local decisions in order to more clearly understand the context in which the project has operated.

---

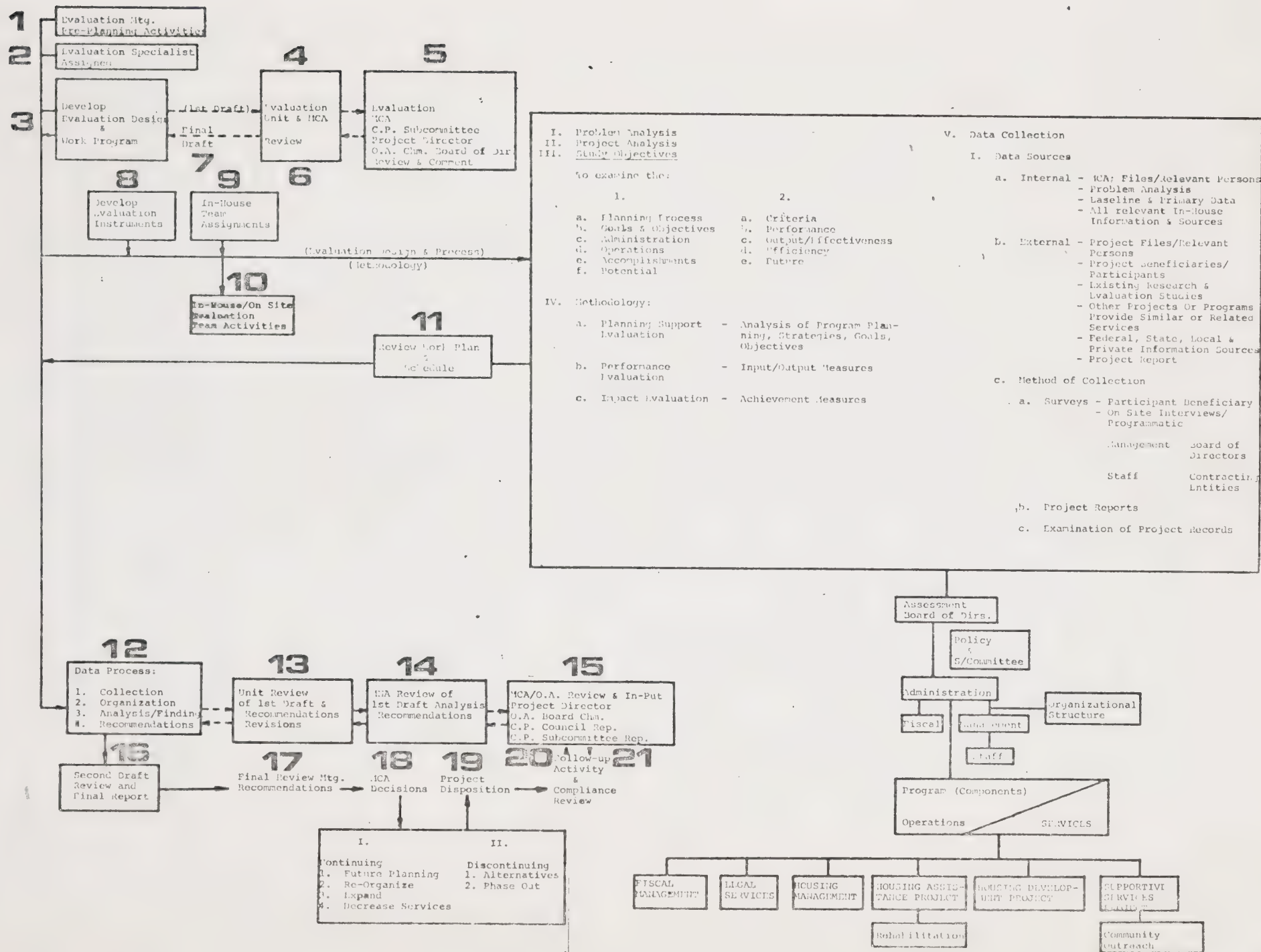
<sup>3</sup>For a description of citizen input into the final evaluation report, see Figure 1.





FIGURE 1: MCA EVALUATION PLAN & PROCESS

Management & Administration of Project Evaluation (MAPE)  
Evaluation Study Design





The body of the evaluation is primarily concerned with the project's process and product.<sup>4</sup> In the evaluation literature, process generally refers to the way in which a project is administered, while product refers to its accomplishments or impact upon the target populations. Following the framework of the Chicago Model Cities Program,<sup>5</sup> the present evaluation further subdivides product into institutional, participant, and neighborhood impact, while examining both the MEPI central staff administration and the various component administrations (Tutorial, Cultural and Equipment Center, Workstudy, Career Opportunities Program) under process. Although useful as a basic framework in this evaluation, it is important to remember that the distinction between process and product is often arbitrary, especially in the Model Cities Program. This is largely because "one of the Model Cities products has been to improve government process."<sup>6</sup>

The evaluation assessed the project's impact using the revised project analysis, attached to the project contract. Although the report is concerned with the project since its inception in 1971, the report focuses intensively on the spring semester 1975 in response to the available data.

---

<sup>4</sup>For further discussion of process and product, see Figure 2.

<sup>5</sup>Office of the Mayor, Chicago Model Cities Program, "Chicago Model Cities Program: An Evaluation of Selected Projects," the Program, Chicago, February 1971, p. 8

<sup>6</sup>Washins, George J., Community Development Strategies, p. 12





External Forces on Program



External Forces on Project



Neighborhood Conditions (needs and problems)

1. Socio-economic conditions
2. Resident attitudes
3. Citizen involvement



Program Process (manner in which program is administered and carried out)

1. How program is organized, staffed, and managed
2. Degree of citizen participation in its planning and operation
3. The level of neighborhood resident employment in its execution



Project Process (manner in which project is administered or carried out)

1. Organization, staffing and management
2. Citizen participation in planning and operations
3. Level of neighborhood resident employment in its execution



Project Product (Output or impact it has on target population)

1. Institutional Change - ongoing agency operations; staff participant impact
2. Participant Change - service recipient impact; resident employee impact
3. Neighborhood Impact - Social, economic and environmental conditions; resident attitudes; citizen involvement

FIGURE 2: GENERALIZED PROJECT CONTEXT



### Methodology

The data sources used in the MEPI evaluation report are presented in Table 1. Specifically, these sources fall under the following categories:

Project Documents and Records

CDA Information and Records

Sponsor (SFUSD) Performance Records

Participant Records, Interviews, and Questionnaires

On-Site Observation at Schools

Other Data Sources

Despite the fact that such Model Cities projects as MEPI function in the highly complex, open-system type of environments that seemingly defy all attempts at controlled study, it has been the practice of the CDA Evaluation Unit to follow scientific procedures as closely and consistently as has been feasible. Realistically, the procedures followed in the present evaluation are an approximation of scientific method, as no experimental designs could be implemented.

The procedures most consistently used were random sampling of target populations using interviews and standardized questionnaires, on-site observation (by the evaluation team to maximize interobserver reliability), and nonstatistical analysis of trends in descriptive statistics from the sponsoring agency, the San Francisco Unified





TABLE 1: DATA SOURCES

EVALUATION DATA SOURCE							
Evaluation Type	Project Documents & Reports	CDA Info. & Records	Sponsor Performance Records	SFUSD, MEPI Staff & Community Organization Questionnaire	Participant Records & Questionnaire	Site Visits	Other Data Sources
Project Administration	Project Contract	First Level Reports	SFUSD Board of Education Statistics	SFUSD Principal Questionnaire	Paraprofessional Staff Questionnaires	School Site Visits	A Plan for the Inner Mission-MHDC
	Board By-laws	Second Level Reports	Standardized Test Reports	SFUSD Teacher Questionnaire	Workstudy Questionnaires		Mission Model Cities by MMHC
	Resident Employment & Training Report	Quarterly City & HUD Reports	Financial Statistical Data	CDA Administration Interviews	COP Questionnaires		Joint MCO/Stanford University Community Development Study
	Director's Narrative	City Progress Reports	Class Size Averages	MEPI Board Questionnaires	Liaison Site Output Records		Mission 1970 Census Population & Housing
	Cost Control Statement	Year End Reports	Racial Estimates of Pupils	Project Staff Questionnaires			S.F. 1970 Population Characteristics
	Audit Report	Quarterly Assessment	SFUSD Paraprofessionals	Cultural Equipment Questionnaires (Schools & Organizations)			
			Inservice Training				
			Tutor Employment Records				
Institutional Impact			SFUSD Board of Education Statistics	SFUSD Principal Questionnaire	Paraprofessional Staff Questionnaires		
				SFUSD Teacher Questionnaire	Parent Questionnaires		
				MEPI Board Questionnaire			
				Project Staff Questionnaire			
				Cultural Equipment Questionnaire (Schools)			
Participant Impact	Resident Employment & Training Report		SFUSD Board of Education Statistics	SFUSD Teacher Questionnaire	Paraprofessionals Staff Questionnaires		
				Cultural Equipment Questionnaire (Schools & Organizations)	Workstudy Questionnaires		
Neighborhood Impact					Parent Questionnaires		
				MEPI Board Questionnaire	Parent Questionnaires		
				Cultural Equipment Questionnaire (Organizations)			



School District (SFUSD). Particular notice was paid to the identification of confounding variables and sources of sampling bias interpreting the data presented.

Most of the limitations in method in the MEPI report are familiar to anyone who has ever conducted a study outside of the laboratory setting—that is, there was no random screening of project participants into "treatment" and "control" groups, there were no baseline data available on the students involved in the tutorial component, nor was any pre- and post-testing done to measure changes in achievement; moreover, there was no operational definition or criteria of effect formulated to begin with, with regard to student impact. And, as is the case with most evaluations of educational projects, long-term results are impossible to estimate. These primary limitations were aggravated by the biasing of several samples,<sup>7</sup> and the inavailability, lack of continuity, or nonreliability of other relevant data sources.

---

<sup>7</sup>This will be discussed further in specific sections.





### Project History

This evaluation views the history of MEPI as a series of cycles of the decision process, where time frames correspond with each San Francisco Model Cities Program period, beginning with initial planning and preparation for the Mission Amendment to the First Action Year CDP in 1970 and continuing through the Extended Amendment period to June 30, 1975. Each cycle consists of a generalized hierarchical structure with neighborhood conditions at the top followed by program process, project process, and project products (Figure 2, Generalized Project Context). Assessment of neighborhood conditions, problems and needs leads to the formation of Model Cities Program objectives, from which



more specific MEPI project objectives are developed. The definition and implementation of program and project processes results in project products or impacts which feed back into slightly altered neighborhood conditions forming the base for the succeeding cycle.

On this traditional structure of assessment of conditions or needs, formation and implementation of processes, and resultant products, external forces or decisions have been superimposed that dilute program and project decisional autonomy.<sup>8</sup> Like all models, this one serves to isolate major components of the decisionmaking phenomena investigated and suggests their sequence or connection (see Figure 3). Though complex, this perspective of the history is particularly necessary for the disentanglement and understanding of the operational and impact problems of a community project. Particularly in the Model Cities Program and at the MEPI project level as well, the effects of external decisions such as drastic federal reductions in funding, federal policy changes shifting from categorical grants to general and special revenue sharing, and a state order to desegregate San Francisco schools have greatly affected realization of anticipated processes and products.

---

<sup>8</sup>Wirt, Frederick M., Power in the City: Decision Making in San Francisco, University of California Press, Berkeley, 1974, p. 358



TIME FRAME

1

TIME FRAME

2

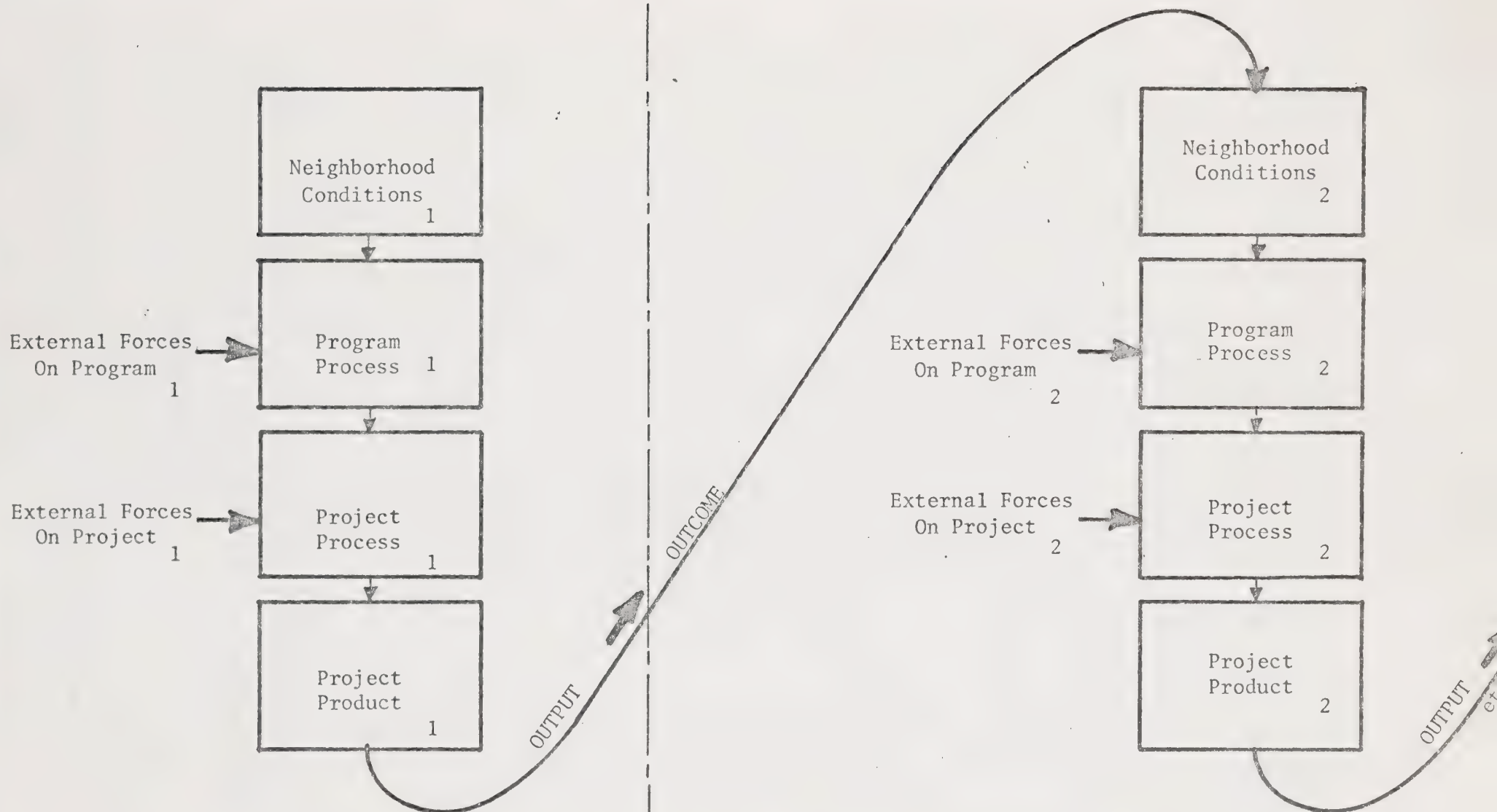


FIGURE 3: CYCLES OF PROJECT DECISIONMAKING





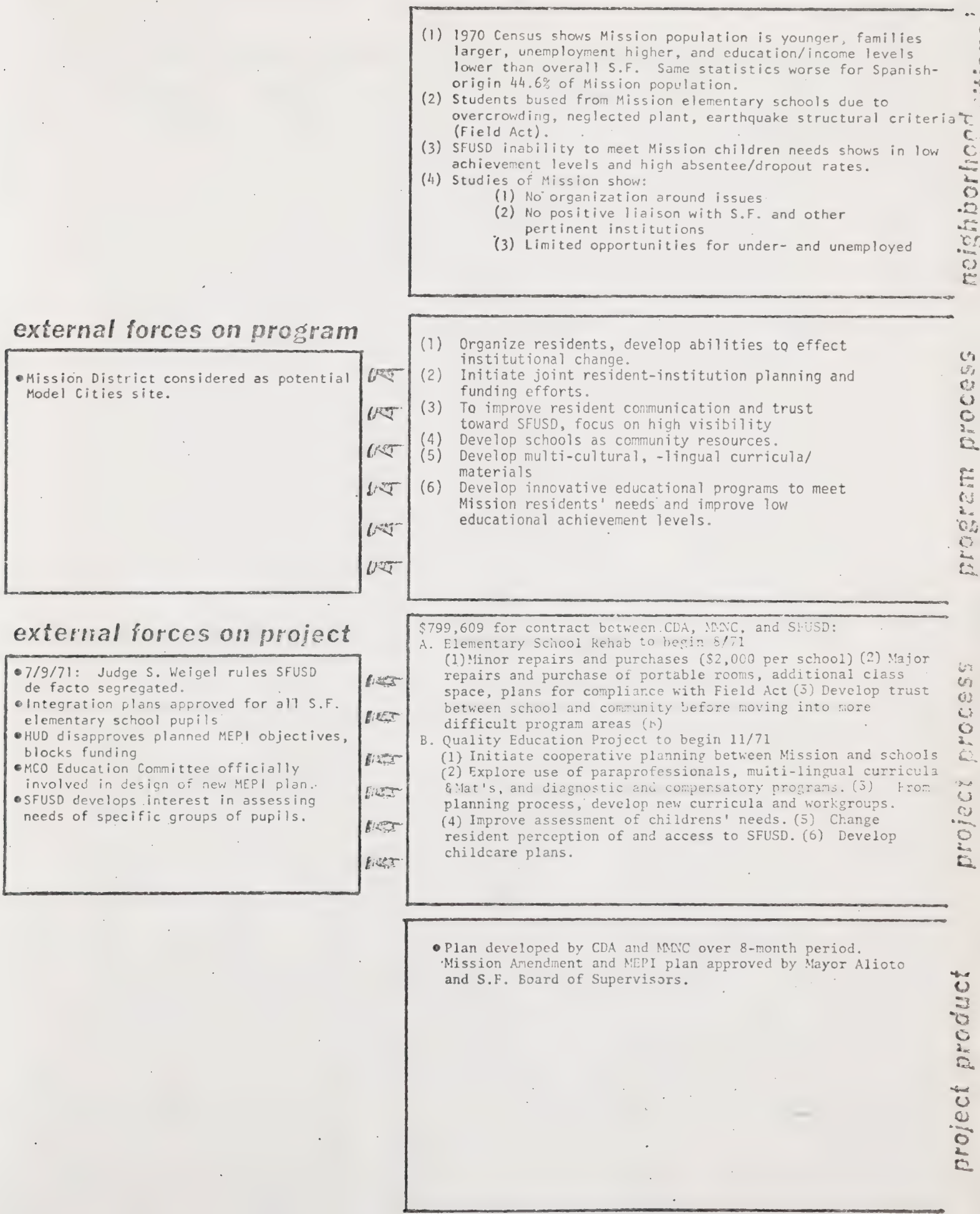
Mission Amendment to the First Action Year CDP, 11/70 to 4/71

During the initial planning period, in preparation for the Mission amendment to the First Action Year CDP, neighborhood and resident needs were assessed utilizing Census data, SFUSD Board of Education statistics, and community studies. In addition to the general community and student characteristics described in the introduction, community studies revealed a number of other areas of concern (see Figure 4). The 10 elementary schools serving the Mission were suffering from physical as well as programmatic problems. Only 3 of the 10 schools were in compliance with Field Act regulations establishing safe structural standards in the event of an earthquake, and most schools were badly in need of repair. Overenrollment necessitated busing 15% of Mission students to other parts of the city. Yet, in spite of this action by SFUSD, Mission schools remained overcrowded, understaffed, and ill-equipped in comparison with other schools in San Francisco. A projection in the 1970 Mission Master Plan by the school district indicated that the Mission would be the only area of the city where significant school enrollment increases would continue, thus existing problems could be expected to worsen.

Compounding these conditions, community studies revealed: a lack of community organization around issues, lack of positive community communications with institutions and the City, and limited opportunities for the unemployed and underemployed.



FIGURE 4: MISSION AMENDMENT TO FIRST ACTION YEAR CDP, 11/70 — 4/71







These were the main concerns to which the Mission Model Neighborhood Corporation (MMNC), the Model Cities citizen participation unit for the Mission, and the San Francisco CDA addressed their strategies. At the programmatic level, CDA, funded by Model Cities supplementary funds, was well underway in assisting Bayview-Hunters Point, San Francisco's other Model Neighborhood Area, when the Mission District became a potential site for Model Cities (see Figures 5 and 6). CDA, with active resident participation from the MMNC and input from the Superintendent of San Francisco schools, conducted the planning process for the Mission over a five-month period and produced the Mission Amendment in April 1971. Although the planning process was speeded up due to HUD requirements, it seemed to provide a solid base for future efforts in the Mission District.

MMNC, set up at the beginning of the planning phase November 1970, was a private nonprofit corporation designed to assure that resident needs and views would be reflected in all aspects of the Model Cities Program. Its board of directors consists of 21 members appointed by the Mayor: 14 from a list submitted by the Mission Coalition Organization (MCO), and 7 from names submitted by the community at large. The board made operational and policy recommendations to CDA and the Model Cities Council, a mediating body between the neighborhoods. The board's decisions were based primarily on information provided by Task Forces, which are working



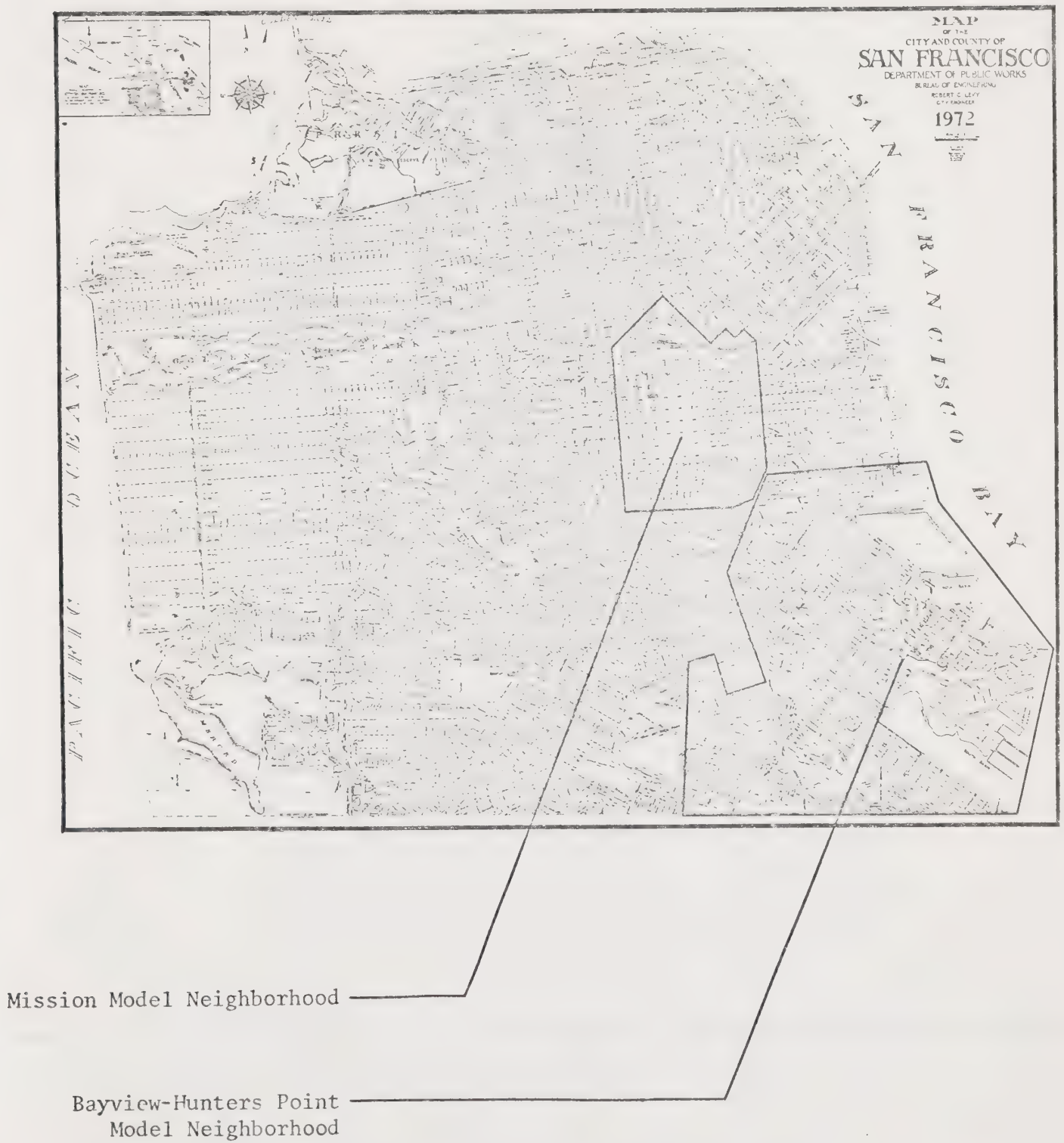


FIGURE 5: SAN FRANCISCO MODEL NEIGHBORHOOD AREAS





FIGURE 6: MISSION MODEL NEIGHBORHOOD AREA





arms of the corporation composed entirely of MMNA residents. MMNC, in this basic structure, remained an important planning, implementation, monitoring, and evaluation body, particularly for the education projects, until 1974 when it was defunded and integrated with CDA (see Figure 7).

The program objectives defined in the Amendment were to: organize residents and assist them in developing technical capabilities to understand and leverage needed changes in institutions affecting the neighborhood, initiate between residents and institutions joint planning and funding efforts leading to cooperative positive action, increase confidence of Mission residents in institutions and the city by concentrating on such high visibility achievements as school repairs and putting an end to busing, develop schools as community resources, develop multicultural, multilingual, curricula and materials, develop innovative educational programs to meet the needs of MMNA residents and improve students' low educational achievement levels.

Out of the program objectives came the more specific project objectives. They were to have a dual thrust beginning in August 1971 with an Elementary School Physical Improvements Project dealing with minor repairs of facilities and purchase of equipment (\$2,000 per school), major repairs, i.e., earthquake proofing, and purchase of portable rooms. This component was also to act as a



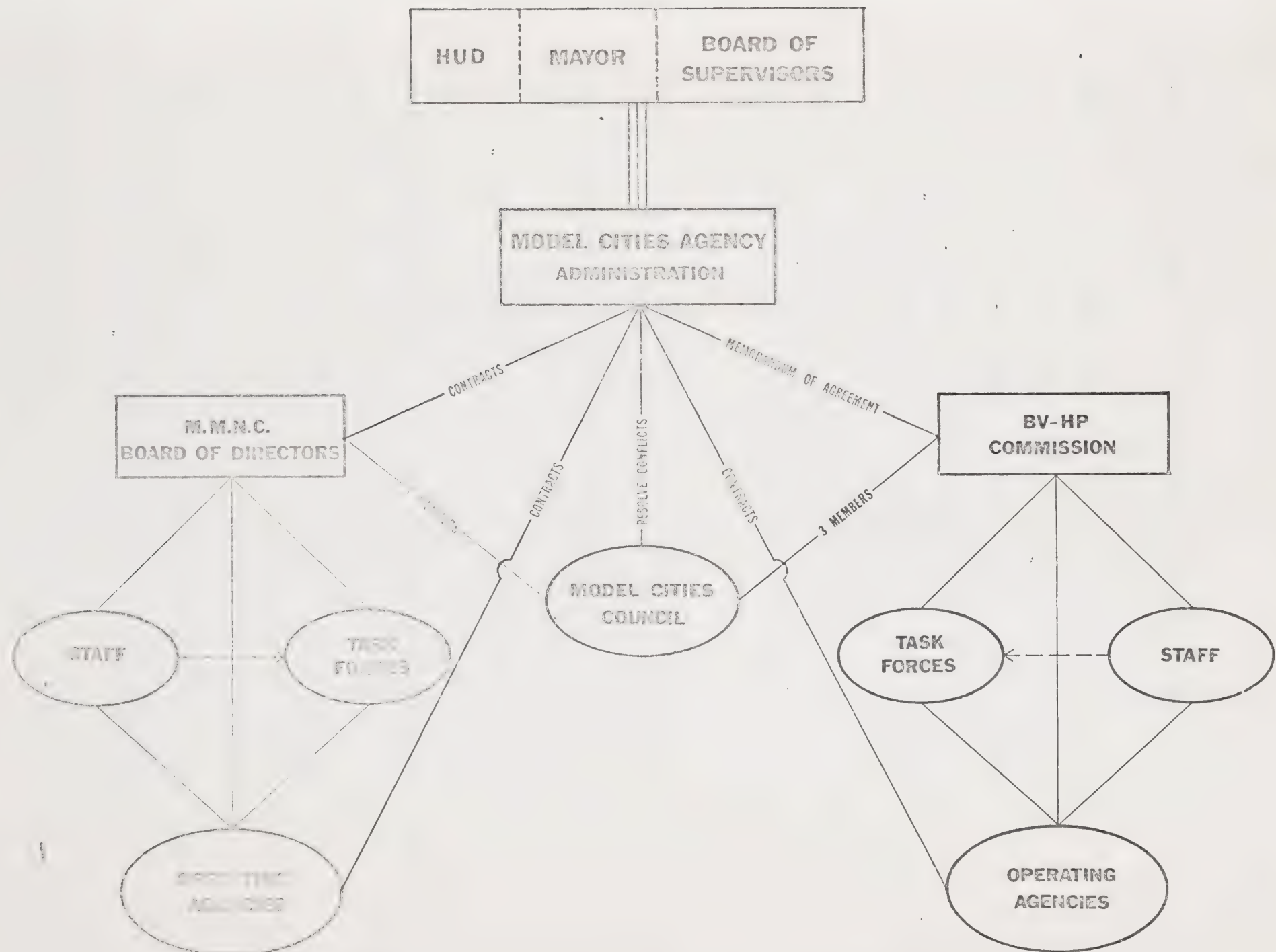


FIGURE 7: INITIAL MODEL CITIES ORGANIZATIONAL STRUCTURE





catalyst for a Quality Education Project, by developing mutual confidence between schools and the community, a necessary precondition to moving into more difficult programmatic areas. It was to begin in November 1971 with the following objectives:

- initiate a cooperative planning process in the Mission community;
- explore the use of paraprofessionals, multilingual curricula and materials, and diagnostic and compensatory programs; out of a cooperative planning process develop new relevant curricula and work groups; improve abilities to assess the needs of children;
- change resident perception and access to SFUSD; and develop plans for childcare.

The budget for the First Action Year was to be \$799,609, with SFUSD acting as the operating agency providing administration and teacher participation. SFUSD and CDA in coordination were to provide staff support services to planning and training activities and MMNC was to provide project level administration and citizen participation. The Mission Amendment Plan, including the Mission Education Projects' emphasis on improving neighborhood schools and putting an end to busing, was approved by Mayor Alioto and the Board of Supervisors in May 1971.

With the initial planning completed and approved, MEP was essentially ready to begin the First Action Year, when a court ruling changed



the entire picture. On July 9, 1971, Judge Stanley Weigel ruled the SFUSD was a de facto segregated schools district and that all elementary school children must become part of an integration plan implemented by citywide busing. As this action defeated the purpose of improving MNA schools, HUD then declared that with objectives as planned, MEP could not be funded and an entirely new strategy had to be prepared by the beginning of the First Action Year, August 1, 1971. At this time the MCO Education Committee officially became involved in the design of a new plan for MEP.

#### First Action Year, 8/1/71 - 8/31/72

The early months of the First Action Year were consumed by weekly meetings to develop plans suitable for reaching the target MMNA population in a desegregated school system. With extensive citizen participation and community representation, objectives were defined aimed at improving the effectiveness of SFUSD educational services rather than physical facilities. These project objectives and the means of establishing them conformed well to Model Cities Program objectives, which remained essentially unchanged with the exception of an added emphasis on resident evolution of a process by which they could plan and participate in the decisions that affect their daily lives (see Figure 8).



FIGURE 8: FIRST ACTION YEAR, 8/1/71 — 8/31/72

Nos. 1, 3, and 4 (see Mission Amendment chart) remain unchanged. Implementation of desegregation order means that all S.F. elementary students subject to busing. Mission schools still in need of rehabilitation to meet earthquake resistance standards.

### external forces on program

HUD transition of responsibility from Regional to Area office leads to: lack of definition and delegation of responsibility, confusion, duplication of effort, and conflicting communications. Ability of federal agencies to provide technical assistance insufficient for solving programmatic problems encountered

Nos. 1, 2, 3, 4, 5, and 6 (see Mission Amendment chart) major program objectives.

CDA emphasizes resident evolution of process by which they can plan and participate in decisions affecting them.

### external forces on project

2/72 SFUSD accepts MEPI, passing formal resolution initiating hiring of administrative staff.

Lack of SFUSD cooperation creates difficulties in implementation. SFUSD Board of Education attitude portends difficulty for current MEPI operation and for future inclusion of Model Cities projects within Board's structure.

5/72 CDA requests money from neighborhoods to alleviate CDA fund shortage.

Contract between CDA, MMNC, and SFUSD

Funds: \$697,000 (\$200,000 reprogrammed for summer)

School year objectives (Revised due to desegregation ruling):

(1) \$2000 for repairs and \$100 per class in each of 16 MMNA schools, (2) \$1000 for recreation equip in each of 10 MMNA schools, (3) involve 400 parents in schools (100%), (4) educational workshops for parents and teachers (30%), (5) bilingual/bicultural education to 320 1st through 3rd grades (50%), (6) tutor 965 students at 6 schools (20%). (7) recreation and supervision to 1000 MMNA children (100%), (8) cultural equipment/performing artists to MMNA schools, (9) workstudy grants to 56 MMNA college students

Summer objectives:

(1) cultural and educational experiences to 100 children, (2) recreation and free lunches to 400 children, (3) train and place residents as paraprofessionals, (4) training leading to teaching credentials.

3/72 HUD approval of revised work program and budget necessary due to late startup of program.

Confused roles, newness of project, causes lack of coordination between CDA, MMNC, MEPI, and SFUSD.

5/72 internal MEPI reprogramming to attain objectives and deal with surplus funds.

Primary/Secondary summer educational programs implemented. Summer program provided the only summer hiring of parents so far.

Workshops success stimulates plans for in-service training for tutors and parents.

neighborhood...

program process

project process

project product





By 1972 the following goals had been set: organize school and community groups to decide on spending \$2,000 for repairs in each of 16 schools with a high percentage of MMNA students, organize students and teachers to decide on spending \$100 per class, allocate \$1,000 per school to 10 MMNA schools for recreation equipment,<sup>9</sup> involve 400 MMNA parents actively in schools, provide bilingual/bicultural education for 1st through 3rd grades, provide after-school tutorial and recreational programs, supply MMNA schools with cultural equipment and arrange for performing artists, provide workstudy grants to 56 MMNA college students to be assigned to educational projects in the Mission, and establish an administrative staff to coordinate implementation of all components.

Finally, in February 1972, SFUSD accepted the new MEP objectives and formally passed a resolution enabling the hiring of the administrative staff to begin. As in the original plan, CDA was to serve as fiscal agent for the \$697,000 of Model Cities funds, and the program was to be administered through cooperative efforts of CDA, SFUSD, MMNC, and MEP. The program was to be supervised by an advisory board consisting of: two teachers,

---

<sup>9</sup>Note: "The Model Cities program's most powerful resource has been the ability to 'buy into' other agencies in order to gain some degree of cooperation," Washnis, George J. Community Development Strategies, p. 12



a Mission school administrator, and a paraprofessional chosen by the Board of Education from a list submitted by MMNC; three parents and one student appointed by MMNC; and a SFUSD board-member and two parents appointed by the Mayor.

When HUD gave approval of the revised work program and budget in March, the Mission Education Task Force, working with MMNC, the CDA fiscal division, and SFUSD began analysis of each of the components to determine when they would be ready for full implementation. It seemed as though the project was underway. However, resistance on the part of SFUSD to be fully cooperative and the SFUSD Board of Education's attitude toward the project still loomed as major obstacles, not only to current operations, but also to future inclusion of Model Cities projects within the school district structure. Further impeding progress was an apparent lack of effective coordination between CDA, MMNC, MEP, and SFUSD, attributable to confused roles and the newness of the project. CDA, with its own organizational difficulties as a new agency, compounded by HUD reorganization and a general inability of federal agencies to provide technical assistance sufficient for solving programmatic problems encountered, was unable to help at this time.



Eventually implementation problems were worked out, but due to the late start of the project \$200,000 was left over at the end of the school year, in an Action Year to end on 8/31/72. An intensive summer program was planned and implemented to make up for time lost in affecting the community and to spend excess funds. The emphasis was on workshops to prepare residents for employment in the next school year through paraprofessional training and field placement, and to provide teacher training leading toward receipt of teacher credentials. While no evaluations were done at this time,<sup>10</sup> first-level reports indicated that these workshops were very successful, as were a recreation program for 4,000 MMNA youths and two educational programs in primary and secondary schools. This was the first and last time that parents were employed in the summer.

#### Second Action Year, 9/1/72 — 1/31/73

At the start of the Second Action Year, neighborhood conditions had not changed appreciably. MEP had had little time to impact problems after administrative difficulties had been worked out. Academic

---

<sup>10</sup>Note: "Many cities let their evaluation components start up late on the theory that there was not anything to evaluate so early in the program. The administrators in these cities discounted the importance of early evaluation ideas, plans, facilities and staff and usually met with less success over the years." Washnis, George J., Community Development Strategies, p. 31





achievement levels of MMNA children remained below the district levels and high unemployment rates continued. While MMNA and the project has begun to develop meaningful citizen participation, the difficulties inherent in organizing the community around issues and improving residents' abilities to articulate their needs and desires to an unreceptive city structure remained. Success of the Model Cities Program depends to a great extent upon the effectiveness of coordinating links between itself and city institutions that provide services to MMNA residents. Projects that received helpful cooperation from government agencies were able to solve their problems quickly and develop smooth operations and implementation. On the other hand, projects such as MEP, which were forced to deal with recalcitrant or indifferent institutions, had their problems compounded, making smooth operations and implementation virtually impossible.

It was hoped that the situation would be eased by the recent establishment of the Advisory Board, through which SFUSD would set general policy and oversee implementation. Also, administrative roles and lines of responsibility were more clearly delineated in an effort to reduce problems encountered during the First Action Year. At the project level, the responsibility for carrying out operations was to fall on three coordinators. They



were to be assisted by the MMNC Coordinator and CDA Educational Specialist, who worked primarily on contract implementation and seeking of alternate funding (see Figure 9).

Model Cities Program strategies of the First Action Year were redirected in this period toward more realistic accomplishments (see Figure 10). The emphasis was on: strengthening widespread citizen participation as opposed to relying on Model Cities exertion of power and money, producing significant impacts in addition to refining processes, and seeking alternate sources of funds in order to secure future independence and survival of projects.

Project objectives remained essentially the same: training workshops, bilingual education classes, CEC center, Tutorial program to be coordinated with existing SFUSD services,<sup>11</sup> after-school recreational program, and grants for Workstudy student. A new component, the Career Opportunity Program (COP), designed to

---

<sup>11</sup>Note: "In the administration of school aid programs, one finds multilevel governmental factions in a vertical-but not hierarchical-structure, who focus on their own expertise, clients, and federal funds. Specialists on libraries, vocational education, reading, language training, paraprofessional teacher programs—each constellation mobilizes special cohorts of the SF school district, the state school administration, regional offices of the US Office of Education, and USOE divisions in Washington. Penetrating any one of these professional-governmental vertical structures and factions that differ over questions of effectiveness of policy, the distribution of resources, and the maintenance of status and power. It is one trans-federal faction across a multilevel governmental structure (including its private cohorts of parents, teachers, professionals, and so forth) versus another faction, both competing over the redistribution of funds." Wirt, Frederick M., Power in the City: Decision Making in SF, pp. 289-290



FIGURE 9: INITIAL MEPI ORGANIZATIONAL STRUCTURE

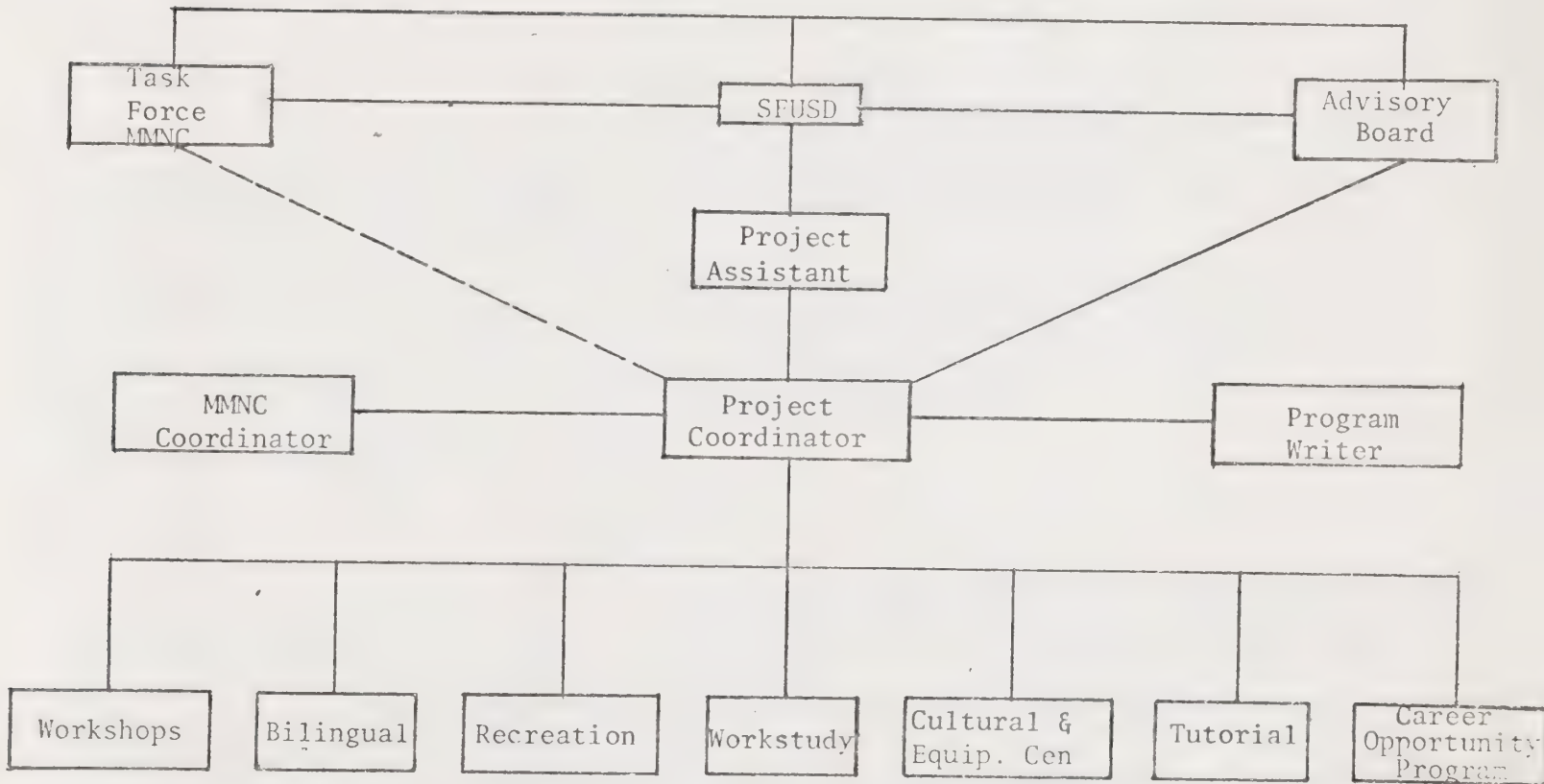






FIGURE 10: SECOND ACTION YEAR, 9/1/72 — 1/31/73

Unappreciable change in conditions.

Nos. 1, 2, and 4 (see Mission Amendment chart) remain major problems.

Emphasis on:

Problems of educating culturally/linguistically diverse Mission children.

Continued need to organize community around common issues and needed changes.

### external forces on program

Advent of Revenue Sharing necessitates search for alternate funding.

No federal/HUD provision made for continuance of Model Cities beyond 6/30/73.

Amendment intended as final SF Model Cities contract planned to replace contract through 8/3/73.

Nixon administration begins cutbacks/impoundments of social program funds.

Continue major strategies of 1st Action Year, redirected toward more realistic accomplishments.

Emphasis on:

Strengthening and expand citizen participation rather than rely on CDA authority/funding.

Increasing community awareness and involvement.

Improving services offered by existing agencies.

Upgrade academic work of MNMC students.

Product rather than process.

### external forces on project

SFUSD slow to develop bilingual program, partially due to few bilingual teachers. SFUSD notes that improved programs, forestall downtrend expected due to increased proportion of minority pupils.

CDA's personnel insufficient to carry out crucial monitoring and evaluation.

Contract between CDA and SFUSD signed 12/10/72

Funds: \$183,087 for 12 mo., reduced to \$71,125 for 5 mo.

Objectives

- (1) Central staff coordination to implement components.
- (2) Program planner to assess, research, and seek alternate funding.
- (3) Teacher workshops for paraprofessionals and parents to improve community-school relations.
- (4) Bilingual education for 220 elementary students by funding 11 certified bilingual teachers and 11 bilingual paraprofessionals.
- (5) Make cultural equipment (inc. presentations) available to 28 schools (17 public).
- (6) Provide and coordinate tutorial services in Mission schools.
- (7) Employ 10 paraprofessionals, 40 parents, and 40 youth as tutors in 10 schools.
- (8) Recreation/afterschool programs.
- (9) Career opportunity programs.

(1) After long negotiations, SFUSD agrees to accept fiscal responsibility for MEPI; this clears way for contract signing on 12/72.

(2) SFUSD works with Mission Educ. Task Force and CDA to effect inclusive contract.

(3) SFUSD agrees on joint planning with MEPI for ESAA program.

(4) Planning, negotiating, and contract signing show evidence of more cooperation between residents and institutions.

(5) Parents encouraged to participate in elementary education as teachers, paraprofessionals, aides, and monitors.

(6) Tutorial component begins seeking funds for teacher training.

(7) Expand work-study program begins to involve MENA students in Mission educ. problems

neighborhood

program process

project process

project product



maximize the student-teaching experiences of teacher credential candidates, was added. MEP was to provide stipends to students and coordinate implementation with SFUSD.

Several months of negotiations took place, resulting in an agreement with SFUSD to accept fiscal responsibility for MEP. This reconciliation coupled with the Board of Education's change toward working closely with the project helped clear the way for contract signing on December 10, 1972. At that time, this was CDA's only contract with a major city institution. SFUSD also agreed on joint planning with MEP for the ESAA program, showing a tremendous attitudinal improvement over the previous action year when SFUSD funds for vocational education and ESAA grants were administered without contacting MCA or the neighborhoods, even though the programs directly affect community projects and goals.

Possibly this positive change in attitude was due to SFUSD's realization of the magnitude of the problems an urban school system faces and of the benefits that could be derived from accepting community efforts. The school district was slow in developing a much-needed bilingual program due to a shortage of bilingual teachers, yet SFUSD noted that improved instructional programs were forestalling the downward achieve-



ment trend expected with the constant influx and increased proportion of minority pupils.<sup>12</sup>

Consistent with the Model Cities process, a quarterly assessment of MEP for this period was prepared by the Evaluation Department in December 1972. While it acknowledged project accomplishments toward making a significant institutional impact, it strongly suggested that contract negotiations begin well enough ahead of the school year so that implementation could take place early in the fall semester. According to a second-level report, prepared during the Second Action Year, CDA had insufficient program personnel to carry out crucial monitoring functions. Management Information Systems (MIS) forms were prepared by CDA, but according to MEP they did not meet the project's needs. The project had to devise its own forms for recordkeeping and although their viability would be determined by trial and error, records were being kept and filed sufficient to determine some output.

During the Second Action Year more parents were encouraged to participate in the elementary education process as paraprofessionals, teacher aides, and monitors. The Tutorial component, in an effort to improve the effectiveness of the project and

---

<sup>12</sup>San Francisco Unified School District, "Supplement to Standardized Test Report, 1973-74," the District, San Francisco, 1974





paraprofessional career status, began actively seeking funds for teacher training. An expanded Workstudy program began involving MMNA students in the educational problems of the Mission. The CEC was actively providing equipment and cultural tapes to schools, although some equipment was not being used at all.

Problems during this period, pointed out by the quarterly assessment were: communication difficulties between the coordinating staffmembers, inhibiting the efficiency of the project; lack of formal training provided by the project for the program staff, particularly the paraprofessionals; and finally, difficulties in providing close supervision of the Workstudy students. This latter problem may have been due to the basic structure of the Workstudy component, where students assigned to individual community agencies and organizations report on the work aspect directly to the operating agencies or the schools that they attend.

In a very hopeful and ambitious start to the Second Action Year, vigorous attempts had been made to attack problems after shaking off the effects of growing pains experienced during the first year. This period was a very crucial and difficult one for the Model Cities Program and community projects. Yet, at this time external forces on the program from the federal level carried tremendous impact. While project efforts continued, federal



decisions threatened the future potential of the entire program. The Nixon administration began a series of cutbacks and impoundments of funds for social programs, and planning began for the replacement of categorical grant programs, by revenue sharing.<sup>13</sup> No provision was made by the federal government with HUD for continuance of Model Cities beyond June 30, 1973, and by the beginning of 1973 it became necessary to draw up an amendment to the Second Action Year CDP. This was intended to be the final contract with San Francisco in connection with the Model Cities Program and to replace the remaining months of the Second Action Year.

Amendment to the Second Action Year, 2/1/73 — 6/30/74

While policy changes necessitated formation of this amendment and threatened the future of the Model Cities Program nationally and locally, neighborhood conditions in the Mission continued to demand the same or greater services. The immediate dilemma that the San Francisco program faced was that of an increasing demand on services and declining revenues, in addition to the fear that in the transition from categorical grant funding, lessons learned

---

<sup>13</sup>Note: "With the retrenchment of the Nixon administration, competition has assumed a different shape around a politics of redistribution. Thereupon the frozen and shrunken pools of resources has had to be reallocated, which upset all the established processes of negotiation that community groups had painfully devised over the last decade." Wirt, Frederick M., Power in the City: Decision Making in San Francisco, p. 290



from the Model Cities experience would be lost as would the knowledge, experience, and personnel of successful programs.

While initial efforts to obtain assistance from general revenue sharing and the City and County general fund or from in-kind services were unsuccessful, the "Better Communities Act," pending legislation of a special revenue-sharing program to begin July 1, 1974, offered some hope. A decision was made to reprogram funds and continue Model Cities at a reduced level of spending for a 17-month period, until June 30, 1974. HUD's central office proposed continuance with a base of carry-over funds from the previous years and current unspent funds, in addition to the \$1,142,300 San Francisco was to receive to carry out the mandate of the Model Cities Program. In effect, this represented a total cutback of some \$5 million in HUD funds, leaving an amount hardly commensurate with the problems faced. Proportionately fewer people could be served and the products would necessarily be less visible.

More specifically, the loss meant a disruption of the operation of most projects, as they were forced to curtail activities while undergoing restructuring to fit reduced operating budgets. Also, restructuring CDA would render it unable to provide necessary assistance to projects. This had a definite negative impact on the number of residents employed and the number of residents served by projects in both





communities. In addition to lessening potential impacts, this loss also caused a deterioration of the very positive relationships built between projects and city agencies and among residents.

Unfortunately, most projects had not had sufficient time to develop substantial outside support and they were also entirely dependent upon Model Cities monies. Reprogramming CDA resulted in an intensive effort to assist projects in obtaining alternate funds where planning and program development units would concentrate on identification of private and government organizations relevant to a specific project's objectives.

CDA, in conjunction with MMNA, established the following optimistic Mission program goals: provide maximum services to the maximum number of residents, assure that services to the community would continue after June 30, 1974, even if Model Cities funds were terminated, obtain as much Model Cities funding as possible for San Francisco through the Mayor's office, and assure that Mission residents would have a powerful voice in determining how future federal dollars were to be spent in San Francisco (see Figure 11).

At a planning conference held in March 1973, MMNC and community representatives began to determine the allocation of the new HUD funds of \$1,142,300, of which \$350,000 was to be divided among



FIGURE 11: AMENDMENT TO THE SECOND ACTION YEAR, 2/1/73 to 6/30/74

Increasing demands for services and declining revenues.

### external forces on program

- (1) Pending legislation of Revenue Sharing, to take effect 7/1/74, Better Communities Act leads to decision to reprogram past and current unspent funds.
- (2) HUD decides to continue Model Cities through 6/30/74 with these funds.
- (3) 4/22/74: S.F. Supervisors accept \$293,000 from HUD to continue Model Cities with understanding that released impounded funds will be forthcoming.

neighborhood  
program process

17-month period replaces Second Action Year, which was to go through 8/31/73.

40% loss of federal funds causes overall reprogramming. Objectives similar to those of Second Action Year; intensive search for alternate funding.

#### MMNC and CDA priorities

- (1) Provide maximum service to maximum number of residents.
- (2) Assure that Mission services continue after 6/74 Model Cities funds terminate.
- (3) Obtain maximum S.F. Model Cities funding through Mayor's Office.
- (4) Assure voice in future federal community funding for Mission residents.

4/19/74: Project evaluations begin

Generation of nonsupplemental funds; service history; legacy; spinoff potential prior to 1/75; institutional impact.

neighborhood  
program process

### external forces on project

- (1) After CDA audit, HUD recommends increased administration and evaluation budgets so CDA can function adequately and give maximum technical assistance to projects.
- (2) 10/74: CDA seeks fourth executive director in two years.
- (3) 11/73 S.F. voters approve \$30 million for earthquake proofing S.F. public schools.
- (4) Spring 1974: Mayor's Office proposes changes in Model Cities Program. MMNC defunded and housed in CDA. Mission residents for non-profit organization (MEPI) to be in charge of Mission education projects.

neighborhood  
project process

Completion of 1972-73 academic year (HUD and carryover funds)

- (1) Bilingual classes, (2) After-school recreation program, (3) Workstudy grants, (4) Tutorial program.

1973-74 academic year: Contract between CDA and SFUSD (8/1/73-6/30/74).

Funds: \$213,000 (9/1/73: all Model Cities contracts amended to add new HUD funds received 6/73).

#### Objectives:

- (1) Bilingual education, (2) Tutorial program, (3) Workstudy program.

Teacher workshops terminated.

Recreation program defunded after parent complaints about inadequate supervision.

6/30/74: Negotiation with S. F. Library Dept. to take over CEC component.

neighborhood  
project process

MEPI receives \$33,000 in funds from HEW/OE to run a project with ESAA program.

Contract negotiations with S.F. Board of Educ. nets 8 bilingual teachers and aides for Spanish and Filipino elementary school Mission children to match 8 MEPI teachers.

At urging of Mission, \$34,000 for paraprof. aides provided to bilingual project from ESAA funds.

Bilingual education not fully implemented due to lack of space in schools and inability of SFUSD and CDA to resolve this problem. Loss of federal funds leads to inability of projects to meet stated objectives; deterioration of rapport between projects, city agencies, and residents; disruption of operations; reduction of personnel and services.

Project succeeds in spite of difficulties, renews faith in joint citizen participation and citizen input.

Major achievements continue to be bilingual and tutorial components. MEP incorporates, becoming MEPI, to increase parent involvement in decisionmaking.

neighborhood  
project product



Mission projects. These monies along with those remaining from the original Second Action Year grants, were to last until the end of the 17-month amendment period, constituting only approximately 60% of the anticipated funding rate. In an attempt to soften the devastating impact of such a drop in funding projects started to lower their monthly spending levels as early as April 1973 by reducing staff salaries and overall costs, yet still trying to maintain the planned program until July 1, 1974. To complete the education program for school year 1972-73, MEPI received funding for bilingual classes, an after-school recreational program, Workstudy grants, a Tutorial program, and central administration.

To alleviate some of the restructuring problems, MMNA held a number of community workstops and training sessions for project boardmembers and staff. It was hoped that maximum leadership and staff capabilities could be developed in this manner.

So that efforts made during the life of Model Cities in San Francisco would not be lost, HUD, upon completion of an audit of CDA, recommended that the city maintain the same number of projects in the communities. HUD also strongly recommended a strengthening of CDA Administration and Evaluation budgets so that the ability of the program to adequately perform its functions would not be impaired. Between July and September





1973, the possibility of using reprogramming money to develop CDA capacity to plan, evaluate, and administer its program at the proper level was explored. This presented quite a contradiction between CDA being forced to terminate 17 staffmembers due to cut-backs and HUD insistence upon increased budget and staff capabilities. To make matters even worse, in October 1973 CDA was in the process of filling its Executive Director's position for the fourth time in two years.

Yet with the reorganization of the CDA staff, by October 1973 CDA Monitoring and Evaluation units were able to complete some assessments. Findings revealed a number of problem areas, and implementation of the following program objectives was to begin immediately:

- Revise and update each project analysis with relevant, clearly defined, quantifiable objectives

- Tighten day-to-day project operations

- Establish joint work between the projects and CDA to explore and secure alternate funding

- Collect more specific and relevant data concerning beneficiary characteristics and needs with intake applications

- Develop and implement effective followup mechanisms to monitor the impact of services on beneficiaries and the community

- Make project filing systems more functional, allowing greater ease of storage and retrieval of information

Findings regarding Mission Citizen participation indicated that additional training of coordinators was needed and that task forces should be reinstated into planning strategy committees.



Workshops were planned to improve communication between City, state, and federal officials and resident committees. It was noted in the next CDA progress report that this added training did in fact help in coordination and resulted in renewed involvement of some task forces in planning and an improved relationship with the city.

At this time, MMNC was seriously concerned over the uncertain role that citizen participation would play in the proposed revised structure under special revenue sharing.<sup>14</sup> Of particular concern was how citizens would make their input directly into the Mayor's Office where decisions are made, and what weight the input would carry in the decisionmaking process.<sup>15</sup>

---

<sup>14</sup>Note: "With the advent of special revenue sharing, there is little question in the minds of residents and elected officials that citizen power will be considerably diluted without a legislative mandate to sustain it." Washnis, George J., Community Development Strategies, p. 19

<sup>15</sup>Note: "A recent survey conducted by Real Estate Research Corporation indicates that many citizen participation arrangements will probably prove ineffective in the long run for accomplishing certain key goals of the Community Development Program. Specifically, the citizen participation mechanisms many cities have created up to now will prove to be inadequate means of:

1. Attracting large amounts of private capital and other non-federal resources to supplement the meagre federal funds allocated to community development;
2. Educating citizen participants, local officials and the community as a whole concerning the nature of their problems and potentials so as to create an effective political consensus behind any programs finally adopted; and
3. Establishing effective citizen participation at both neighborhood and citywide levels.

Unless these goals are achieved, Community Development will prove to be another mainly rhetorical program—long on words and short on meaningful accomplishments. Downs, Anthony, "Citizen Participation in Community Development: Why Some Changes are Needed," National Civic Review, May 1975, p. 238



MEP was dormant during the summer of 1973 but resumed in the fall of the 1973-74 school year with a contract with SFUSD for \$213,000 for bilingual, Tutorial, and Workstudy components. Teacher workshops had been terminated and the recreation program was defunded because during the previous year many residents and parents voiced complaints about inadequate supervision. Negotiations were being made at this time with the SF Public Library Department to take over the CEC. Despite funding cutbacks, by October 1973 the project had made several important accomplishments. MEP received \$33,000 to run a paraprofessional project in connection with the ESAA program, and contract negotiations with the San Francisco Board of Education netted eight bilingual teachers and aides for Spanish and Filipino elementary school children in the Mission. These eight classrooms matched the eight funded by Model Cities money. The school district was also paying salaries for a program writer and program coordinator in connection with the paraprofessional project. By June 1974, the end of the school year, 12 workshops had been held for paraprofessionals and the Tutorial component had been operational in 10 MMNA schools. The bilingual program, however, was not fully implemented due to a lack of space in the neighborhood schools and the inability of SFUSD and CDA to resolve the problem.





In the spring of 1974, the Mayor's Office proposed changes for citizen participation in the Model Cities Program.<sup>16</sup> MMNC, the central Mission community nonprofit organization was to be defunded and in-housed in CDA in an effort to ensure more efficient operations and closer coordination between widespread citizen participation and Model Cities policy and program formation.

Citizen input was to come to the Council through subcommittees in each programmatic area through a Model Neighborhood Citizen Participation Committee (MNCP). The subcommittees were designed to ensure that widespread citizen participation would be accomplished and that there would be a vehicle for feedback to CDA, the Council, and MNCP committees with respect to planning and evaluation issues and other programmatic concerns generated by the Model Cities process.

It was felt by some Mission groups, however, that the integration into the city structure of MMNC would weaken the neighborhood-city partnership and citizen participation in decision-making. These interested persons of the education committees, including the MCO Education Committee, and task forces operating

---

<sup>16</sup>Note: "Citizen participation has been perhaps the most controversial feature of the Model Cities program. Though Model Cities was designed to be the Mayor's program, the unexpected determination of residents to have a strong voice in the program changed the scope of priorities. Ever since, HUD has been trying to return the program to the chief executives while maintaining meaningful citizen participation." Washnis, George J., Community Development Strategies, p. 48



in the Mission community formed the Mission Education Projects, Inc., (MEPI) in May 1974. Its purpose was to operate as an entity that was independent of any institution or public agency, that was responsible to the Mission community citizens, and that had the power to contract. The corporate purpose was to involve the total family in the education process and take an active cooperative part in the planning and administration of education programs in the Mission.<sup>17</sup> It was also felt that the position of director of the project would be strengthened, facilitating more efficient contract negotiations with SFUSD and more relevant and effective program planning.

MEPI would continue to receive technical and financial assistance through BDA but would operate through a governing board of directors invited to serve by community members interested in education matters. The board of directors' by-laws stipulate representation of Mission community parents, Mission school administrators, the Board of Education, and a member at large. This spectrum of interested persons insures that the policies of the board are responsible and well-considered. In both composition and responsibilities, it essentially replaces the Advisory Board, which, established during the First Action Year, seldom met and was never important as a policymaking and advisory body.

---

<sup>17</sup>Note: "Autonomous power for some functions through nonprofit corporations is legitimate and desirable to improve services and participation. There are over 1,000 corporations that demonstrate this technique." Washnis, George J., Municipal Decentralization: Case Studies of Twelve Cities, New York, Praeger Publishers, p. 372.



Extended Amendment, 7/1/74 — 6/30/75

An appropriation from HUD and transitional funding assured the life of Model Cities until June 30, 1975. Thereafter, the program anticipated being included under Community Development block grants. Yet, in December 1974 the Mayor's Office of Community Development had become part of the City Planning Department and it was still not clear what place Model Cities would have in the new City structure.

In response to a community block-grant application, funding was again guaranteed for the period July 1, 1975, to January 30, 1976. Also, a federal commitment was made that Model Cities and its activities would continue throughout the life of the "hold-harmless" period, which, calculated by HUD, effectively terminates on December 31, 1976.

In light of the new funds, some minor changes in program scope were made (see Figure 12). The emphasis, however, remained on assisting projects in seeking alternate sources of funds, improving processes, and maximizing impacts to assure survival after the imminent termination of Model Cities funds. Planning, Evaluation, and MIS departments were expanded in an effort to improve CDA technical assistance available.





FIGURE 12: EXTENDED AMENDMENT, 7/1/74 to 6/30/75

16 elementary schools represent a high percentage of MNA children with their characteristic needs (25% +). Scores on standardized achievement tests continue to indicate great educational needs of Spanish-speaking children.

### external forces on program

1/1/75: Federal Housing and Community Development Act of 1974 to take effect; Model Cities Program is included. HUD appropriation plus transitional funding assure continuation of SF Model Cities through 6/30/75. Hold-Harmless period calculated by HUD assures SF Model Cities continuation through 12/31/75.

Minor changes in program scope in light of new funds

#### Emphasis on:

Assisting projects in seeking alternate sources of funds, improving processes, and maximizing impact to encourage their survival.

Expansion of Planning, Evaluation, and MIS departments.

### external forces on project

8/74: CDA involved in negotiations with SFUSD for academic year 1974-75 to determine future status of MEPI.

Contract between CDA and SFUSD (11/1/74-6/30/75)

Funds: \$149,530 (SFUSD Tutorial and COP); \$11,985 (Workstudy and CEC); \$29,457 (Personnel and Administration).

Director hired 11/74

#### Objectives:

- (1) Provide bilingual instruction to 160 children in Grades 1-6.
- (2) Provide intensive individualized tutorial instruction in 16 schools.
- (3) Enhance learning and promote specific academic gains through provision of special learning hardware and bicultural materials (CEC)
- (4) Provide 80 students per year with jobs through City College and SFSU Workstudy programs.

Bilingual funds lost because 1973-74 staff unable to implement program

COP phaseout: Summer 1975

Tutorial and CEC programs to be continued under Community Development grant.

neighborhood

program process

project process

project product



Citizen participation units began organizing committees and subcommittees according to the new citizen participation structure in both MNA's. The first official committee meetings were held on September 16, 1974. Yet not until March 1975 had the Mission Committee adopted by-laws and established subcommittees in the areas of manpower, economic development, housing, education, recreation, childcare, and law and justice. The major responsibility of subcommittees defined at this time was to advise the Committee on programmatic changes.

In the first months of this period, the newly formed board of MEPI set about generating high quality instructional programs that address the language and cultural needs of Mission youth. In September, the Mission Committee unanimously passed a recommendation that MEPI be recognized as a neighborhood-created entity, formed to take an active cooperative part in the planning and administration of education programs in the Mission community. Project structure and activities were to include:

Take an active part in the planning and negotiation of any contracts with CDA and SFUSD

Be a party and signatory to any contract with CDA and the SFUSD

Be administrative agent for the Mission CEC, COP, and Workstudy Program



Be provided a project director funded by Model Cities education project funds and supporting personnel selected by and responsible to MEPI for administering and evaluating the projects and programs of MEPI

CDA approved the recommendations and assured that a contract would be approved as soon as a director could be hired. The board opened the position and selected the current director in November 1974. Contracts were immediately signed and the project was again underway. A three-party contract was signed with SFUSD, CDA, and MEPI whereby SFUSD provides the fiscal control necessary to run the Tutorial program. A contract was signed between MEPI and CDA giving the following responsibilities to the project: run the administrative office, purchase media and cultural equipment to be used by schools and community organizations, and administer and coordinate Workstudy and COP components.

Subsequent process and product assessments follow in the body of the evaluation for the period July 1, 1974, to June 30, 1975.



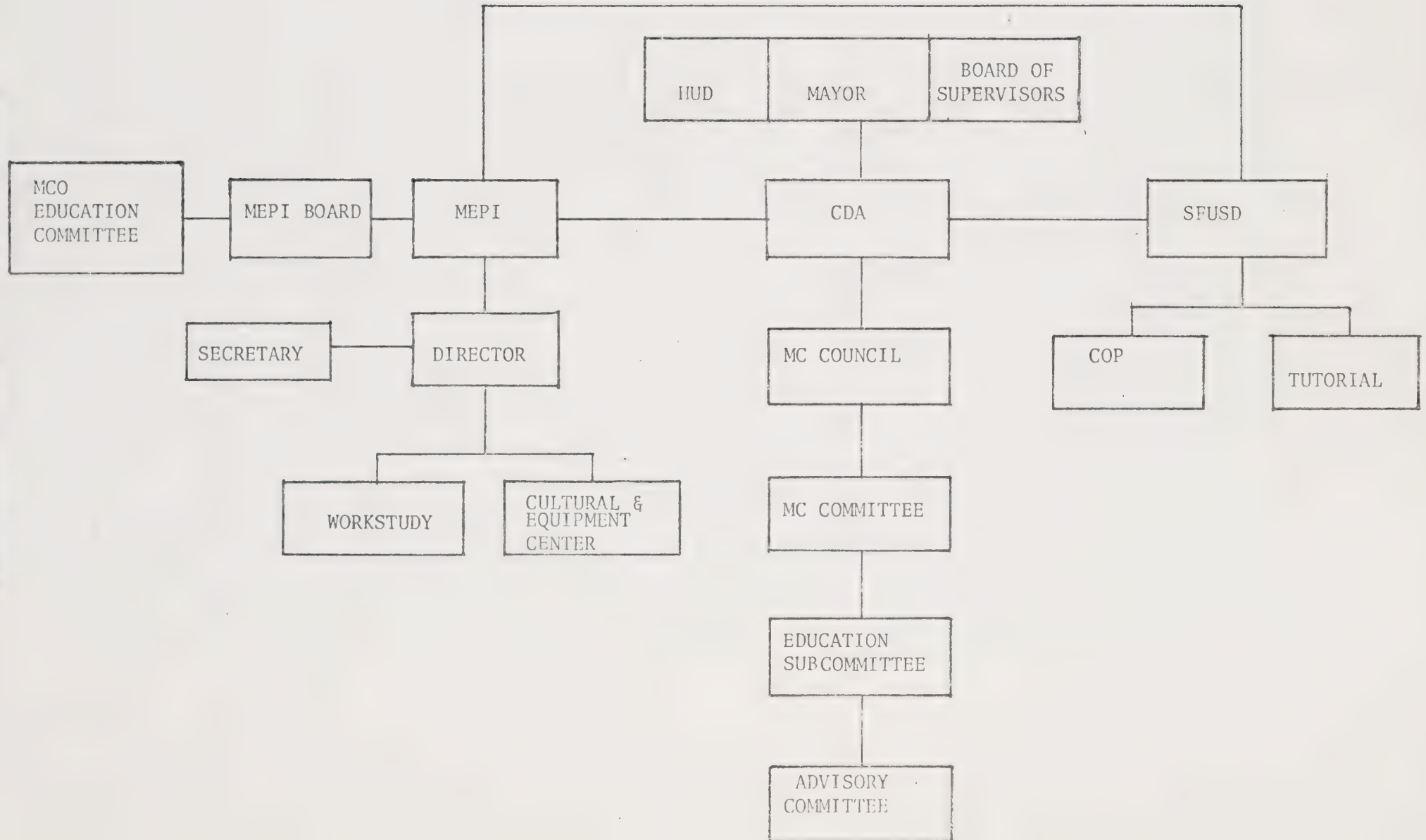
### Administrative Structure and Function

Mission Education Projects, Inc., functions under a three-party contract with the San Francisco Unified School District and the City Demonstration Agency, with SFUSD as the operating agency (see Figure 13). As described in the MEPI revised project analysis (see Appendix), the program was administered at two levels: (1) The Tutorial and COP components were administered through the offices of the SFUSD. Site principals were responsible for implementation of the Tutorial: liaison workers and teachers supervised the tutors, and the project director of the COP supervised that program. In both instances, the MEPI





FIGURE 13: CURRENT MEPI ORGANIZATIONAL STRUCTURE





director was supposed to coordinate and serve as the point of contact with the representative of the SFUSD to ensure that the interests of the Model Cities Program were being met in the implementation of these projects. (2) The Workstudy and CEC components were supposed to be directed, administered, and supervised by the MEPI director. Once placed, the Workstudy students were supervised at their placement while the sponsoring institution (school of enrollment) monitored their payroll. Fiscal responsibility for the Workstudy and CEC components was part of the central accounting system established in CDA, with the MEPI director serving as the point of contact.

The manner in which the project is administered is determined by CDA, the Model Neighborhood Council, and HUD policy, with direct policymaking and control stemming from the MEPI board of directors.<sup>18</sup>

#### Central Staff

For the greater part of the evaluation period, school year 1974-75, the MEPI administrative staff consisted of the project director, the administrative secretary, and the CEC coordinator. To reiterate

---

<sup>18</sup>Please refer to the section on citizen participation in administration and policymaking for discussion of the board.



from the preceding section, the director was responsible for overseeing the project operations and providing assistance and advice to the school administrator to resolve education problems in the Mission community. She was also responsible for: seeking alternate sources of funding, developing and maintaining evaluation and monitoring methods for all MEPI components, managing office operations and supervising central staff, working with the accountant at CDA in monitoring of monthly expenditures, participating in CDA project finance negotiations and planning, and attending relevant community meetings.

In fact, the director oversaw the Tutorial component operations, recruited paraprofessionals, served as a liaison between CDA and SFUSD, conducted needs assessments for the Tutorial component, revised the original project analysis into a more relevant document, developed reporting forms for the Tutorial component, provided some office management, wrote proposals for alternate sources of funding, placed Workstudy students, and regularly attended significant community, Board of Education, and City government meetings. While these activities did not correspond exactly to those stated in the job description, they were considered central by the director and required immediate attention.

Whereas the administrative secretary was responsible for a range of activities from clerical work to office management





in the absence of the other staff members, the CEC coordinator was to: manage the Center with minimum supervision; coordinate the inventory, lending, and returning of materials and equipment from the Center; actively initiate contacts with teachers and administrators in schools serving MMNA children to determine their needs for materials, equipment, and assistance; provide assistance to community individuals and organizations in the resolution of community needs or problems; expand the CEC materials to more fully reflect the cultural diversity in the Mission; assist the director in administering the project, particularly the Workstudy component; and attend community meetings. As mentioned in subsequent sections,<sup>19</sup> the activities of the CEC coordinator did not correspond to those stated in the job description.

At the time of the questionnaire administration, the central administrative staff at the MEPI office was expanded to include the project director, the CEC coordinator, an assistant CEC coordinator, a tutor coordinator, and a school aide III. As presented in Table 2, these three members were assigned as CETA positions, at no cost to the project itself. All five staffmembers in addition to the director

---

<sup>19</sup>See Cultural and Equipment Center component process and institutional impact.



Questions	Director (N=1)	Staff (N=5)
<b>A. Classification Data</b>		
1. Job description	Director (8 mo.)	1-CEC coordinator (3½ mo.) 1-School aide III (1 mo.) 1-Assistant coordinator (2 mo.) 1-Tutor coordinator (90 days) 1-Secretary (7 mo.)
2. Age	41-50	1-21 to 30, 2-31 to 40, 1-41 to 50, 1-51 to 60
3. Sex	Female	1-male, 4-female
4. MMNA resident	No	4-Yes, 1-No
5. Languages speak and write	Spanish	3-Spanish, 1-Tagalog
6. Highest level of education completed	College graduate & Teachers credential	2-College graduates 2-Some college (1-3 yrs) 1-High school
7. Professional or technical training completed and whether or not certified	None	1-Uncertified SFUSD in-service tutor training 1-Certified technical H.S. secretarial skills 2-None 1-NA
8. Previous employment	Community relations teacher at SFUSD & City College	2-Liaison workers for MEPI 1-Haight Ashbury Arts Workshop 1-MCO secretary and general office manager 1-NA
<b>B. Performance Rating (for job descriptions, see Appendix)</b>		
1. Do you have a job description for your position?	Yes	5-Yes
2. Do your current activities correspond with job description?	Yes	4-Yes 1-No
3. Should your job description be revised?	Yes	2-Yes 1-No 2-NA
4. When was your last performance review?	There have been no appraisals for staff performance and no reviews for staff performance.	1-Never 4-NA
5. Rate your performance	Good	3-Excellent 2-Good
6. Rate the performance of the project director	Good	2-Excellent 2-Good 1-Poor



(continued)

Questions	Director (N=1)	Staff (N=5)
<b>C. General Management</b>		
1. Do staffmembers have personnel manuals?	No	5-No
2. Are staffmembers clearly informed of their duties and responsibilities?	Yes	2-Yes, always 1-Yes, often 1-Yes 1-NA
3. Is responsibility for a task coupled with corresponding authority to carry it out?	Yes	1-Yes 1-Sometimes 3-NA
4. To whom do the staffmembers report?	Director & Board of Directors	3-Project director 2-Director & Board of Directors
5. In what manner and how often does the staff report?	Orally & written monthly	1-Daily orally/Monthly written 1-Both as necessary 1-Both daily 1-Both monthly 1-Orally daily
6. Does the staff receive regular supervision?	No	4-Yes 1-No
7. Rate the supervision the staff receives	Poor	1-Excellent 3-Good 1-Poor
8. Are the employees subject to orders from more than one source?	Yes	3-Yes 2-No
9. What are the sources?	NA	2-Director & Board of Directors 1-Project Director & CEC Coordinator 2-NA
10. Is there an even distribution of workload among staff?	No	4-Yes 1-No
<b>D. Staffing Process</b>		
1. How did you hear about the job with MEPI?	MCO Education Committee	2-MCO and project staff 1-MCO and Manpower office 1-MCO 1-SF Examiner
2. Was your previous employment similar to your position with MEPI?	--	4-Yes 1-NA
3. As a project employee, has the project raised your income level?	--	4-Yes 1-No
4. Has the project employment helped develop useful skills for you?	--	5-Yes
5. Has the project employment improved your career status in terms of future employability?	--	5-Yes



TABLE 2: CENTRAL STAFF ADMINISTRATIVE DESCRIPTIONS  
( continued)

Questions	Director (N=1)	Staff (N=5)
6. Has it helped you towards your future career goals?	--	5-Yes
7. List any training the staff received at MEPI.	MEPI provides none	3-On the job exposure 1-Demonstration of electronic equipment by volunteer technician 1-NA
<b>E. <u>Intrastaff Communications</u></b>		
1. Describe the system of in-house communication	Orally only	5-Written memos and oral communication
2. What role do staff meetings play in the overall operation of the project?	None	1-None 1-Staff development and project coordination 3-NA
3. When are staff meetings held?	Never	1-Never
4. Is there an arena for idea sharing at all levels of the project?	No	3-Yes 1-No 1-NA
5. Are staffmembers opinions or suggestions given consideration?	Often	3-Often 1-Rarely 1-NA
6. If a change in scope or responsibilities should occur, are all persons involved clear about the effects of these changes?	Yes	1-Yes 1-Sometimes 1-No 2-NA
7. How would you rate staff morale?	Fair	4-Good 1-Poor
8. What do you like about your job?	NA	1-Variied activities 1-Close relationship with school site 3-Working in the community
9. What do you dislike about your job?	(1) The number of hours and days to be worked. (2) Having to write proposals but not having enough time.	1-NA 1-"Project needs some coordination. I am often stopped in the middle of things. Office rules need to be set up and abided by." 1-Lack of communication between MEPI and CDA, within this agency, and the rather chaotic school system.





were administered questionnaires, their responses providing the data base for the findings on central staff process. These findings centered around the general areas of: staff and performance objectives, general management, intrastaff communications, and recordkeeping and reporting.

Under the heading of staff and performance objectives, the evaluation included the staff, classification data, job descriptions,<sup>20</sup> and performance ratings. In brief, the classification data showed (see Table 2) the staff to be predominantly female, Spanish-English bilingual, Mission Model Neighborhood residents. The director as well as two other staffmembers were college graduates, and two of the other staffmembers had attended some college (one to three years). At least four of the five staffmembers had been employed prior to their present positions, the director having taught community relations in the SFUSD and at City College. When asked about the relevance of their job descriptions, four of the five staffmembers, in addition to the director, answered that their activities did correspond to the job descriptions. The director and two staffmembers thought, however, that their job descriptions needed to be revised due to the changing demands of their positions. When asked to rate the work performance of the project director and themselves, the staff rated themselves highly ("excellent" N=3

---

<sup>20</sup>For complete job descriptions, see Appendix.



and "good" N=2), and the director highly ("excellent" N=2 and "good" N=2) with one exception ("poor" N=1). In response to a question concerning performance reviews, the director candidly stated that "there have been no appraisals for staff performance, and no reviews...."

The main areas of examination under the heading of general management were supervision, coordination of activities, and the staffing process. First, the staff agreed with the director that they are clearly informed of their duties and responsibilities; there was, however, no response from three staffmembers when asked if "responsibility for a task is coupled with corresponding authority to carry it out," along with one "yes" and one response of "sometimes." The director and three of the staff said that the staff are subject to orders from more than one source, the sources being the director and the board of directors. This corresponds closely to the staff's answers that they report to the project director (3 staffmembers) and to the director and the board (2 staffmembers). In any event, the director stated that the staff does not receive regular supervision (in contrast to 4 staffmembers saying that they did). When asked whether there was an "even distribution of the workload," the director and one staffmember answered "no," while the remaining four staffmembers said "yes."



Questions concerning the staffing process centered primarily around hiring and training. The director and four of the staff members heard about their position from the Mission Coalition Organization. Four of the staffmembers replied that the position they occupied was similar to their previous employment. Although four of the staff said that the project employment raised their income level, and all five said that the project employment had helped to develop useful skills for them, improved their career status, and helped them towards their career goals, there was apparently no training provided by MEPI for the central staff. This does not preclude, of course, the on-the-job exposure that some of the staff perceived as training.

Intrastaff communication dealt with staff meetings, feedback systems, and staff morale. In response to the question, "What role do staff meetings play in the overall operations of the project?," the director, in her refreshingly honest manner, replied, "none." With the exception of one exceedingly loyal, new staff-member whose reply was "staff development and project coordination," the staff did not contradict the director's answer. The system of in-house communication appears to be primarily oral, though some of the staff mentioned written memos as well. Although the director said that there is no "arena for idea-sharing at all levels of the project," she said that staffmembers opinions or suggestions are given consideration "often." Three of the staff agreed that this





was the case, while one replied "rarely" and one didn't answer at all. When asked "If a change in scope or responsibilities should occur, are all persons involved clear about the effect of these changes?," the director said "yes," while the four staffmembers of longer tenure replied "sometimes" and "no."

The director rated staff morale as "fair," whereas four staffmembers rated morale as "good," and one gave a rating of "poor," (it is hardly surprising that the staffmember giving this "poor" rating left his MEPI job soon afterwards). When answering "What do you like about your job?," Three of the staff mentioned working in the community, while the others replied, "the varied activities..." and "the close relationship with the school site." In response to what they disliked about their jobs, the two staffmembers of longer tenure stated: "The project needs some coordination; I am often stopped in the middle of things. Office rules need to be set up..." and noted a "lack of communication between MEPI and CDA, within this agency and the rather chaotic school system." The director's response concerned the long hours and extra days required by the workload and, in the same vein, the continual necessity of writing proposals, but not having enough time in which to do that. It is of note here that the director requested technical assistance from CDA with regard to seeking alternate



funds but did not receive any such assistance.<sup>21</sup>

When initially asked if records and reporting are comprehensive enough for control purposes, the director and staff answered "yes." Findings on recordkeeping output and reporting used for monitoring project's progress are delineated in the section on component operations. The primary findings on fiscal recordkeeping are based on data from the recently completed audit report. For a detailed examination, please refer to the Fiscal section.

#### Component Operations

Following the previously established administrative priorities, the component process evaluation will be concerned with staff performance objective, general management, intrastaff communications, and recordkeeping and reporting. Due to the project's administrative structure and complex distribution of responsibilities, the evaluation report will present findings for each component individually with emphasis on the Tutorial component and the Cultural and Equipment Center. A general description of the Workstudy component and the Career Opportunities Program follows thereafter.

---

<sup>21</sup> See Table 5: Ratings MEPI Administrative Structure and Function.



### Tutorial

The MEPI Tutorial component is, to reiterate from an earlier section, administered through the office of the San Francisco Unified School District. Because SFUSD school site personnel have some responsibility for administration (principals) and on-going, direct interaction (teachers) with MEPI paraprofessional staff, the evaluation enlisted principals and teachers as a data source on the Tutorial component's process. This is in addition to the liaison workers (N=8), a non-randomly selected sample of tutors (N=32), Workstudy tutors (N=6), and the project director. It should be noted that the questionnaires unavoidably were distributed at the 10 target schools during the last two weeks of the 1974-75 school year. The responses obtained are thus susceptible to selection bias with both SFUSD and MEPI paraprofessional staff. An additional source of possible error, especially in MEPI tutor and liaison responses, was the strong element of social desirability to present the project in a consistently positive light.

In assessing paraprofessional staff and performance objectives, the evaluation found (see Table 3) that the liaison workers were female, primarily bilingual (4 Spanish and English; 3 Tagalog, Ilocano, and English), Mission Model Neighborhood Area residents, with children in MMNA schools. Half of the liaison workers were college graduates in either Education or Liberal Arts, while two had not completed



TABLE 3: PARAPROFESSIONAL CLASSIFICATION DATA

	Liaisons (N=8)	Tutors (N=32)
1. Age	1 - 21 to 30; 2 - 31 to 40; 5 - 41 to 50	1 - under 21; 17 - 21 to 30; 4 - 31 to 40; 9 - 41 to 50; 1 - 51 to 60
2. Sex	8 - Female	31 - Female; 1 - Male
3. MMNA resident	6 - Yes; 2 - No	28 - Yes; 4 - No
4. Have children in MMNA school	7 - Yes; 1 - No	18 - Yes; 3 - No; 1 - NA
5. Are you bilingual	7 - Yes; 1 - No	26 - Yes; 6 - No
6. Other languages speak and write	4 - Spanish 3 - Tagalog and Ilocano	16 - Spanish; 8 - Tagalog 1 - Spanish & Tagalog; 1 - Chinese
7. Highest level of education completed	1 - 8th grade; 1 - 11th grade 1 - high school; 1 - some college 4 - college graduate	12 - high school; 7 - some college 9 - college grad; 4 - post grad





high school. The goal of the liaison worker, as stated in the project analysis (see Appendix), was: to coordinate the parent tutors in order to maximize their effectiveness and to increase parent and community knowledge of and their participation and involvement in the educational process. When asked whether their current job descriptions correspond with their activities, all eight liaison workers said "yes," though six thought that the job description should be revised. The liaison workers' performance (see Table 4) was "excellent" according to seven of the eight liaison workers, and "excellent" (N=20) and "good" (N=10) according to the majority of tutors (including Workstudy tutors). The teachers' ratings of the liaisons were more scattered: 8 said "excellent," 12 said "good," 13: "fair," 3: "poor," 19: no answer. The principals' ratings were "excellent" (N=4), "good" (N=1), and "poor" (N=3) with one no answer. Principals who rated their liaison workers poorly made the following comments:

"The parents were put off by the liaison worker"

"The liaison didn't handle problems well, especially with the tutors"

"Parent liaisons were not needed in the role they took as foreman"

In addition the director stated that in her opinion the liaison workers had not been effective in their role. (For further discussion of liaison workers see neighborhood impact.)



Questions	SFUSD			PARAPROFESSIONALS		DIRECTOR
	Principals (N=9)	Teachers (N=55)	Tutors (N=32)	Workstudy Tutors (N=6)	Liaisons (N=8)	(N=1)
<b>A. Staff &amp; Performance Objectives:</b>						
1. Job Descriptions (See Appendix)						
2. Classification Data (See Participant Impact)						
<b>B. Performance Ratings</b>						
1. Do you have a job description for your position?	--	--	25-Yes	--	8-Yes	--
2. Do your current activities correspond with job description?	--	--	20-Yes	--	8-Yes	--
3. Should your job description be revised?	--	--	7-Yes 17-No 8-NA	--	6-Yes 2-No	--
4. Rate liaison worker performance	4-excellent 1-good 3-poor 1-NA	8-excellent 12-good 13-fair 3-poor	18-excellent 9-good 3-fair 19-NA	2-excellent 1-good 3-fair 2-NA	7-excellent 1-good 3-NA	1-not effective
5. Rate tutor performance	2-excellent 5-good 1-fair 1-NA	21-excellent 22-good 8-fair 2-poor 2-NA	15-excellent 9-good 8-NA	3-excellent 3-good	7-excellent 1-NA	1-effective
<b>C. General Management:</b>						
1. Are you clearly informed of your duties and responsibilities?	--	--	20-always 6-often 2-sometimes 1-rarely 1-never 2-NA	2-always 1-sometimes 2-rarely 1-never	6-always 2-often	--
2. To whom do you report?	--	--	17-liaisons 6-teachers, principals, & liaisons 3-liaisons & teachers 2-para.office 1-teacher 1-MEPI 2-NA	2-principals 1-teacher 1-MEPI 1-"sign in" 1-NA	4-Director & principal 1-Director 1-Principal 1-para. office & Director	--



TABLE 4: TUTORIAL COMPONENT ADMINISTRATIVE DESCRIPTIONS  
(continued)

Questions	SFUSD		PARAPROFESSIONALS			DIRECTOR
	Principals (N=9)	Teachers (N=55)	Tutors (N=32)	Workstudy Tutors (N=6)	Liaisons (N=8)	(N=1)
3. How often and in what manner do you report?	(Liaison worker to principal) 4-oral reports 4-both 1-NA 3-"when needed"	--	12-orally daily 2-orally weekly 4-written monthly 5-both daily 4-both weekly or monthly 3-when needed	--	1-orally 4-both 2-both daily 1-both weekly	--
4. Do you receive regular supervision?	--	--	25-Yes 5-No 2-NA	4-Yes 2-No	7-Yes 1-No	--
5. Rate the supervision you receive	--	--	19-excellent 9-good 3-fair 1-poor	2-excellent 4-good	2-excellent 6-good	--





Similar to the liaison classification data, the MEPI tutors (see Table 3) were predominantly female (31 females, 1 Male), bilingual (16 Soanish and English, 8 Tagalog and English), MMNA residents, and 18 were parents of children in MMNA schools.

Twelve of the tutors sampled were high school graduates, and seven had attended "some college." There were nine tutors with college degrees in either Education (N=6) or a liberal arts field (N=3). Four of the tutors had done graduate work, two of them having completed Master's Degrees in Education. The goal of the tutor was to provide tutorial services to MNA pupils on a one-to-one or small-group basis (see Appendix). The majority of tutors said that their current activities correspond to their job descriptions, although three said "no" and nine did not answer. Of the 30 tutors responding, only 7 felt that their job descriptoins should be revised.

Eighteen tutors (still including Workstudy tutors) rated their work performance as "excellent," twelve as "good," and eight did not answer. The seven liaison workers responding rated the tutors' work performance as "excellent." Of the 53 teachers answering, 21 rated the tutors' work as "excellent," 22 rated them as "good," 8 as "fair," and only 2 as "poor." Of the teachers' comments on the tutors the most resrepresentative,



to summarize, seemed to be: "The tutors have been most efficient in all areas," while the small percentage of "fair" and "poor" ratings were reflected in other teacher comments such as: "The tutor was difficult to understand because of a heavy Filipino accent," and "I've had a succession of three unreliable tutors." The principals rated the tutors as "excellent" (N=2), "good" (N=5), "fair" (N=1) and one no answer. In contrast to her comment on the liaison workers, the director felt that the tutors had been effective in their role.

Under the category of general management, the liaison workers and tutors were first asked if they were clearly informed of their duties and responsibilities. Six liaisons said "always," and two said "often." Twenty-two tutors said "always," six said "often," three said "sometimes," Three said "rarely," two said "never," and two didn't respond. The liaison workers said they report to the project director and the principal (N=4), the director only (N=2), the paraprofessional office and the director (N=1), and the principal only (N=1). Although 17 tutors said that they reported to the liaison workers, the remaining tutor answers were varied (see Table 4). On the subject of supervision, only one liaison worker said that she did not receive supervision regularly. Of the tutors, 29 said that they received regular supervision, 7 said that they didn't, and two did



not answer. The liaison workers rated the supervision received as "excellent" (N=2) and "good" (N=6). The tutors rated their supervision as "excellent" (N=21), "good" (N=13), and "fair" (N=3). Because the project director had continued close contact with the operations at the school sites, she was asked to rate the effectiveness of the supervision in the Tutorial component. She felt that the supervision of the liaison workers by the SFUSD was poor, whereas the supervision of the tutors by the liaison workers was good. When asked about coordination of activities, most of the liaison workers (N=6) thought that there is "an even distribution of the workload." Twenty-six tutors agreed, seven disagreed, and five didn't answer. Of those tutors answering "no," two commented that "some tutors do more than others..." and "some tutors have only one or two children."

Similar to the examination of the central staff, the emphasis for the Tutorial component staffing process was on hiring and training. Both the liaison workers and tutors had heard about the MEPI jobs from several sources; in order of frequency these were: the San Francisco Unified School District, the MEPI staff, and the Mission Coalition Organization. When asked who determined their placements, the paraprofessionals' answers referred to the SFUSD, the Paraprofessional Office of the SFUSD, the school site personnel, the MEPI director, and assorted combinations



of the above. In response to the question, "Were you given a choice as to your placement?", 5 of the 6 liaisons answering said "no," as well as 21 of the 35 tutors answering. Five of the fourteen tutors answering "yes" were Workstudy tutors. Even though most were not given a choice as to their placement, many of the paraprofessionals (N=24) said that there was a particular reason for their receiving their placements. Two liaisons and four tutors said that they received their placements because they were site parents. Four other tutors (two of whom were Workstudy tutors) said that their schools needed bilingual tutors and their skills determined their placement.

Concerning staff training, the current MEPI project analysis states under "specific services and key activities" the following: "In-service training of paraprofessionals in the Tutorial program. Fifteen hours of training for paraprofessionals will be provided through regular channels of the SFUSD prior to the start of the program in September and during the year on an on-going basis" (see Appendix). When asked to list any training they received while working for MEPI, all eight liaisons listed "In-service math and reading for 24-27 hours". Of the four workstudy tutors answering, two said "none" and two said "on-the-job" exposure. Of the regular tutors, 23 listed "In-service at the Teacher Learning Center," 2 said





"math in-service," 5 said "on-the-job" experience, and 2 did not answer. A recurrent theme among the teachers, in addition, was the need for more qualified paraprofessionals, both in terms of initial hiring and more adequate in-service training.

When asked, "Between what school site and paraprofessional groups are there regular meetings?," there was a varied range of answers from both the paraprofessional and SFUSD site staffs. The liaison and director meetings (N=3); liaison and tutors; and liaison and principal meetings (N=2); liaison, principal, and tutor meetings (N=2); and liaison, tutor, and teacher meetings (N=1). Nine of the tutors said there were tutor and liaison meetings; five said teacher, liaison, and tutor meetings; others said there were meetings between liaisons, parents, and principals (N=2); principals and teachers (N=1); liaison, tutor, and principals (N=1); and parents and teachers (N=1). The teachers, for the most part, did not answer the question. Seven teachers said they had meetings with the tutors. One said she met with the tutor and liaison worker and one said she met with the principal regularly. Five of the principals didn't answer the question. The answers from the other principals were: liaison and tutor; and tutor and teachers met (N=1); principal, liaison, and tutors met (N=1); and one said: There were meetings but they weren't necessary."



When asked what the meetings concerned, pupil needs were the most prevalent, followed by project goal attainment and administrative problems. Another recurrent theme found in several strong comments from teachers and tutors was the need for a regular planning time between teachers and tutors both during the semester and prior to the start of the school year.

Although many of the tutors and liaison workers cited a need for more hours, higher pay, fringe benefits, better facilities for the tutorial activities, increased sensitivity on the part of the teachers, and more contact with other project-associated personnel, the overall feeling among the tutorial staff was one of enthusiasm for the project. When asked to say what they liked about their jobs, the liaison workers' and tutors' answers centered around watching the children improve, contact with the teachers and parents, and increasing their understanding of the educational process. The Workstudy tutors' answers were essentially the same, with the additional comment that one tutor liked "the opportunity to help the disadvantaged in a paying job with hours that allow me to continue my education."

The procedures for recordkeeping and reporting from the various tutorial sites were in a state of development and refinement during the duration of the evaluation period. This is in addition,



as it were, to a recent restructuring of the information requested from CDA's MIS Unit. Undoubtedly this accounts to some degree for the inconsistency and questionable dependability found both in the CDA files and at the MEPI office. Hopefully, this restructuring of MIS will help change the situation summed up by the MEPI director as follows: "Requesting information from CDA obfuscates the issue. We have been so confused trying to follow what CDA says should be done, then find out that it is all oral and is then changed." The director established many liaison and tutor report forms, which were not centralized for use until the end of the evaluation period. Primarily these forms gathered monthly information on the children in the tutorial, information that had been glaringly lacking up to that point. Although this still leaves unanswered any immediate information on the tutored students' changes in actual achievement (pre- and post-standardized testing), it could begin to identify which children are participating in the tutorial. Of utmost importance is the further refinement of a working flow of this data from the school site to the MEPI office so that it can be utilized for decisionmaking.

In addition to the above, most of the staff (both MEPI and SFUSD) rated recordkeeping and reporting as "excellent" or "good." When asked "Do you rely exclusively upon operating and accounting reports for information about your organization?" The director said, "no",





she used these in conjunction with communication with parents, community people, attending meetings, and visual observation. Table 5 presents ratings from SFUSD personnel (administration, principals, and teachers) as well as MEPI administration and staff on 12 elements of the tutorial administration. The data are largely inconclusive, due perhaps to the large portion of "no responses" stemming from the end of the school year questionnaire administration. The range of answers was interpreted as one indication of the range of implementation styles, and differences in need among school sites, another constantly emerging theme in the data (see neighborhood impact).

Cultural and Equipment Center. At the time of the evaluation there was a Cultural and Equipment Center (CEC) coordinator and an assistant coordinator, both members of the MEPI central staff. Thus the administration of the Cultural and Equipment Center was somewhat covered in the presentation of data for the MEPI central staff (see both Table 2 and Appendix).

The director, however, stated that since the CEC has its own coordinator, it was thought of as being a separate entity. It is doubtful whether the coordinator at the time of the evaluation understood that this was the director's perception despite the fact that the job description specified "minimal supervision."



TABLE 5: RATINGS OF MEPI ADMINISTRATIVE STRUCTURE AND FUNCTION

Questions	Administration (N=1)	SFUSD			MEPI		
		Principals (N=9)	Teachers (N=55)	Board (N=7)	Director (N=1)	Staff (N=5)	Paraprofessional (N=46)
1. Assessment of Participant Needs	Fair	1-excellent 4-good 2-fair 1-poor 1-NA	5-excellent 15-good 7-fair 5-poor 23-NA	2-excellent 3-good 1-poor 1-NA	Poor *	1-excellent 1-good 1-poor 2-NA	11-excellent 19-good 5-fair 3-poor
2. Definition of Project Goals	Good	1-excellent 5-good 2-fair 1-NA	5-excellent 11-good 12-fair 6-poor 21-NA	4-excellent 1-good 1-fair 1-NA	Fair *	1-excellent 3-good 1-NA 1-NA	9-excellent 22-good 4-fair 3-poor 8-NA
3. Goal Attainment Strategies (Planning)	Fair	1-excellent 2-good 4-fair 2-NA	5-excellent 8-good 11-fair 7-poor 24-NA	1-excellent 3-good 2-fair	Poor *	2-good 2-fair 1-NA	11-excellent 16-good 7-fair 3-poor
4. Organizational Structure	Fair	1-excellent 4-fair 1-poor 3-NA	4-excellent 8-good 12-fair 3-poor 28-NA	3-excellent 1-good 1-fair 1-poor 1-NA	Poor	1-excellent 2-good 1-fair 1-NA	7-excellent 23-good 4-fair 3-poor 9-NA
5. Staffing Patterns	Fair	1-good 4-fair 1-poor 3-NA	3-excellent 12-good 8-fair 2-poor 30-NA	1-excellent 4-good 1-fair 1-NA	Good	2-good 1-poor 2-NA	7-excellent 23-good 5-fair 3-poor 8-NA
6. Citizen Participation	Fair	--	--	--	Poor	3-good 1-fair 1-NA	--
7. Recordkeeping	Fair	2-good 3-fair 1-poor 3-NA	2-excellent 10-good 2-fair 6-poor 30-NA	1-excellent 1-good 3-fair 1-poor 1-NA	Good	4-good 1-NA Yes	10-excellent 19-good 2-fair 7-poor 8-NA
8. Reporting	Fair	1-good 4-fair 1-poor 3-NA	2-excellent 12-good 6-fair 5-poor 30-NA	3-excellent 1-good 1-fair 1-poor 1-NA	Good	3-good 1-fair 1-NA	11-excellent 18-good 7-fair 2-poor 8-NA
9. Budgeting	Excellent	1-good 1-fair 7-NA	2-excellent 2-good 3-fair 4-poor 44-NA	2-excellent 3-good 1-fair 1-NA	NA	2-good 2-fair 1-NA	7-excellent 14-good 8-fair 5-poor 10-NA
10. Equipment	NA	3-good 2-fair 4-NA	2-excellent 4-good 4-fair 7-poor 38-NA	2-excellent 2-good 2-fair 1-NA	-- *	4-good 1-NA	3-excellent 16-good 11-fair 6-poor 10-NA



Questions	SFUSD				MEPI		
	Administration (N=1)	Principals (N=9)	Teachers (N=55)	Board (N=7)	Director (N=1)	Staff (N=5)	Paraprofessional (N=46)
11. Room Facilities	Fair	2-good 2-fair 1-poor 4-NA	3-excellent 6-good 7-fair 7-poor 32-NA	4-good 2-fair 1-NA	Poor	2-good 2-fair 1-NA	6-excellent 13-good 10-fair 8-poor 9-NA
12. Seeking of Alternate Funds	--	--	--	--	Poor *	1-excellent 2-good 1-fair 1-NA	

\* Requested technical assistance from CDA



At the time of the evaluation, the CEC coordinator's primary activities consisted of lending out equipment and materials to schools and community organizations. When asked for her comments on the effectiveness and structure of the Center, the director strongly suggested that the CEC coordinator's activities should conform more closely to those stated in the job description specifically with regard to initiating contacts with schools and community organizations. Furthermore, he should be knowledgeable about the use and maintenance of the audio-visual and other pieces of equipment, and the CEC should be able to provide instructional services in addition to providing equipment and materials.<sup>22</sup>

In another aspect of administration, the CEC coordinator and assistant coordinator stated that records and reports were adequate for control purposes. Whereas the Cultural and Equipment Center coordinator had provided a list of the equipment, including costs, housed at the central project office during the course of the evaluation, no reference was made to approximately \$20,000 worth of equipment from MEPI "on loan" to the ten target schools. The project director indicated that although the value of this "loaned equipment" is recorded

---

<sup>22</sup>Please see operational problems and institutional impact for further discussion of this issue.





in project files, the individual school principals cannot, for the most part, account for its whereabouts. For further discussion of the CEC inventory, please refer to the Fiscal section.

With regard, however, to the equipment and materials housed at the central project office, the school personnel (N=16) and community organization personnel (N=7) sampled agreed that they were required to sign out for equipment and materials for a specific time period, and that they consistently received requested materials and equipment. For the most part, the quality and condition of the CEC equipment and materials were satisfactory to the 16 participants. Several community group people said, however, that the audio-visual equipment needed better maintenance.

Workstudy. Based on records from the MEPI central staff, the number of workstudy students during the evaluation period ranged from 17 to 24. Of these, the number of MMNA residents ranged from two to six. All students but one from San Francisco State University were attending City College of San Francisco. The majority of workstudy students were bilingual and male. Of the workstudy students actually sampled, however, only half were male. Aside from tutor placements, workstudy students were placed at the Central MEPI office and at other community organizations. The only workstudy students responding to the evaluation questionnaire were tutors, so the direct data on admin-



istration of this component have been presented in the section on the Tutorial component process. Additional comments on specific areas of the Workstudy component will be presented under participant impact, as the evaluation emphasis for the Workstudy component was on product.

Career Opportunities Program. The Career Opportunities Program was never a major focus of the MEPI evaluation. This is because the COP is being evaluated as a whole elsewhere, only one of the COP students returned a questionnaire, and the COP director never returned the questionnaire. Needless to say, the time of the questionnaire administration (end of school year) and phase-out of the COP makes this lack of response understandable, however frustrating. When the MEPI director was asked, "As a director of MEPI, do you feel coordinating and serving as a point of contact between the SFUSD and COP is an appropriate function?" she answered "yes...the only problem is that it never happened. COP had their own director and it was very touchy."

The MEPI evaluation, to conclude, did not examine the Career Opportunities Program due to a lack of participant data and because as a component of MEPI, there was nothing substantial to assess.



### Resident Employment

In line with the Model Cities emphasis on resident employment, the evaluation collected data on the nature and extent of such employment for the central and component staff of MEPI.

Although information on quality of personnel, the staffing process, and training has been presented in a preceding section, some of these areas, especially relevant to resident employment, will be further developed here.

When asked "What was the extent of Mission Model Neighborhood Area resident employment in project operations?," the MEPI staff and SFUSD site personnel answered as follows:

Director (N=1)	Central Staff (N=5)	Liaisons (N=8)	Tutors (N=32)	Workstudy Students (N=6)	Principals (N=9)	Teachers (N=55)
Some extent=1	Great extent=2	Great extent=5	Great extent=12	Some extent=3	Great extent=3	Great extent=5
	Some extent=3	Some extent=3	Some extent=8	None=2 NA=1	Some extent=2	Some extent=5
			Slight extent=2		Slight extent=1	Slight extent=2
			NA=10		NA=3	NA=43





The central staff uniformly stated that employment priority was given to MMNA residents. To reiterate from the staff classification data, four of the six MEPI central staff were Model Neighborhood residents. Although Table 2 shows that the MEPI director is one of the non-MMNA residents, it is notable that her work for and alliances to the Mission community are well-known to the residents there. The quality of her work performance was generally rated highly and in some cases with avid enthusiasm. One boardmember, representing the SFUSD, mentioned specifically the director's energy and her effectiveness as an advocate for the project and the Mission community. Another member of the board of directors said of the project director: "She is extremely capable and hardworking; could be more diplomatic in certain circumstances, but the realities of the situation generally require a type of direct action which often results in repercussions." During the evaluation such repercussions took the form of occasional comments from some of the various people sampled to the effect that more emphasis should be placed on the needs of the kids and less on local politics.

The director rated the quality of the central staff's work performance as follows:



"Good" - staff secretary, an MMNA resident;

"Fair" - Cultural and Equipment Center coordinator,<sup>23</sup>  
a non-MMNA resident;

"Fair" - three (recently hired) CETA staffmembers,  
all MMNA residents.

In examining the staff's backgrounds (see Table 2), residents and nonresidents alike had prior experience related to the MEPI jobs. As stated previously, there was no training for the central staff; however, all five staffmembers (four of them MMNA residents) said that the project employment helped to develop useful skills for them.

The majority of MEPI tutors and liaison workers sampled stated that they were Model Neighborhood residents (see Table 3). The director indicated some dissatisfaction, however, with resident employment in the Tutorial component. She questioned the accuracy of declared MMNA residents, having come across several cases in which Mission addresses were given falsely, in response to the stated priorities for hiring (see Appendix). Moreover, she felt that CDA had not taken a sufficiently strong stand with the SFUSD with regard to hiring MMNA residents for the Tutorial and it was difficult, therefore, to "get SFUSD to hire all Model Cities residents." This is in spite of the fact that the project did most of the recruitment for SFUSD.

---

<sup>23</sup>CEC coordinator has resigned since the evaluation period.



### Citizen Participation in Administration and Policymaking

A foremost source of citizen participation and input into the administration and policymaking of the Mission Education Projects, Inc., was found in the project's board of directors. The MEPI by-laws require that the board be composed of no less than nine and no more than eleven members with the representation consisting of six parents, two school administrators, two representatives of the Board of Education, and one member at large. The by-laws, moreover, define the responsibilities of the board as follows:

- (1) The board of directors shall appoint all officers of the organization;
- (2) The board of directors shall conduct and control the affairs and business of the organization and make rules consistent with the laws of the State of California;
- (3) The board of directors shall incur indebtedness and make contracts....

At the time of the evaluation questionnaire administration, there were only eight members of the board of directors, most of whom were Mission residents. Information was collected from seven of these eight members. The board was then made up of: the Vice-President of the Board of Education, an MMNA elementary school



principal, a teacher, a student at San Francisco State University, an MEPI paraprofessional, an attorney (serving as chairperson), a field representative for then-Senator Moscone, and a community parent, who did not return the questionnaire. Altogether, six of these members were parents. When asked, "Do you represent yourself or do you represent a specific group on the board?," those answering said "myself" (N=3), "myself and children at large" (N=1), "community parents" (N=1), and the Filipino Education Commission (N=1). Four members were serving as officers on the board and all said that they attended the monthly meetings "always" or "frequently." All five answering said that they knew the view of the community in regard to the problem areas the project addresses itself to.

When asked to describe the function of the board and the power it possesses, the chairperson said that the board was an "independent body to direct the operation of education projects in the Mission for the benefits of its residents." Others said that the board was to oversee, implement, and administer the program and that the board was to "direct the project and make recommendations on the citizen participation level." The chairperson said that the board's activities included making policy decisions, contract negotiation, staff selection, project proposals, and general decisionmaking. When asked, "What was the extent of citizen participation in project





planning and operations?," those answering said there had been input to a "great extent" (N=3) and to "some extent" (N=2). And when asked about the nature of CP in project planning and operations, three boardmembers mentioned input from the Education Committee of the Mission Coalition Organization, one said "MCO and feedback from parents and school sites," and one said that there was an open citizen participation where everyone was welcome.

As was obvious from the board's answers, the Education Committee of the Mission Coalition Organization was a consistently significant source of citizen input into the MEPI activities. In fact, the MCO Education Committee<sup>24</sup> had been active when the project needed to be restructured in 1971 and continued as an ongoing source of input, monitoring, and planning through connections with the board and the project director. During the evaluation period, the Education Committee met weekly with an estimated regular attendance of 25 to 30 residents who became active in MEPI as paraprofessionals (see neighborhood impact).

Another group receiving attention in the evaluation's examination of citizen participation in the Mission Education Project, Inc., was the Education Subcommittee set up by CDA. To further reiterate from the section on history, subcommittees were designed to maximize citizen participation and provide regular input to CDA and related committees

---

<sup>24</sup>See section on history.



and to work in coordination with CDA's CP unit. With the initial intent of collecting citizen feedback on MEPI, the Evaluation Unit requested the CP Unit to call a meeting of the Education Subcommittee so that questionnaires could be administered. Whereas little useful information was in fact extracted on MEPI due to the small turnout of residents who were not actually MEPI staff,<sup>25</sup> the questionnaires did help to clarify the place of the Subcommittee as a source of meaningful citizen participation into MEPI. When asked about the primary function of the Education Subcommittee, the majority of people did not answer. Those answering said that the function was to help inform and organize Mission parents and to improve the quality of education and "to oversee Mission Education projects but it seems to have little real activity to my knowledge." An additional comment was, "The primary function has never been clear." When asked, "Under what circumstances are Education Subcommittee meetings called?," the handful of people answering said "whenever necessary" and "as situations arise." When asked to give the date of the most recent meeting, most did not answer, many gave that day's date, and many said they didn't know. A few referred to a meeting held immediately prior to the questionnaire administration, called evidently for the primary purpose of approving

---

<sup>25</sup>MEPI staff were the only people, as it turned out, answering the questions on MEPI, thus biasing the information.



the evaluation questionnaire prior to its administration. The overwhelming conclusion from the data collected was that the Subcommittee did not meet with any regularity. It seems doubtful, therefore, that the Subcommittee was actively serving the function for which it was created--"to ensure that widespread citizen participation is accomplished...."<sup>26</sup>

---

<sup>26</sup> Hud and City Year-end Report 1973-1974, San Francisco, p. 4





### Planning, Monitoring, and Evaluation

To maintain the vitality and relevance of projects such as MEPI aimed at community needs, an on-going and effective system of planning, monitoring, and evaluation has been recognized as essential to the Model Cities concept. Maximum responsibility for such technical assistance to the projects was delegated to CDA, with the need for this assistance increasing each year as the phaseout date for Model Cities funds grew nearer. Despite the fact that technical assistance was critical to MEPI at the beginning of the contract period (1974), CDA was unable to effectively fulfill this function at that time due primarily to a lack of committed funds. With a later promise of some guaranteed funds, Model Cities proceeded to strengthen its capacity for technical assistance in 1975 by hiring additional staff in various departments. In the meantime, the MEPI director, hired in November 1974, had already begun to conduct necessary needs assessments, collection of some data on the components, and seeking of alternate funds receiving limited assistance.<sup>27</sup>

The needs assessment found in the 1974-75 contract prepared by CDA's planning unit had not been updated since 1970, prior to desegregation of San Francisco schools. Although the general

---

<sup>27</sup>The capability of an MEP director to assume a planning function was a primary reason for incorporation of the project in May 1974.



educational characteristics of the target population remained essentially the same, the proportion and location of MMNA children in the schools had not been identified following the implementation of busing. In an interview, a SFUSD administrator defined the major project problems as a lack of definition of participant needs and specifically of project objectives in the project analysis. To maximize MEPI's impact on the target population of MMNA children, the project director surveyed the schools, identifying their proportion of MMNA students and median achievement leveles. The Tutorial component was implemented initially in the 10 elementary schools showing the highest proportion of MMNA children—approximately 50%.<sup>28</sup> Following the on-site data collection for the evaluation in May, other schools were added, having met the basic requirement of a 25% MMNA pupil composition.<sup>29</sup>

Although CDA's MIS unit has since developed output monitoring forms, little effective monitoring of the project's output by CDA occurred during the evaluation period. Similarly, the only evaluation prior to this report on MEPI was a quarterly assessment done in 1972.

---

<sup>28</sup> See participant impact for descriptions of these schools.

<sup>29</sup> While MEPI and SFUSD agreed on expansion in February 1975, this was not implemented until May, when CDA gave final approval.



Recognizing the need for information on participant characteristics and tutorial activities, the director developed reporting forms for use at the school site and began implementing their use at the end of the 1975 school year. Improved monitoring and utilization of evaluation efforts should help to provide meaningful feedback for future planning.

While the imminent phaseout of Model Cities funds has produced the recognition by both the project and CDA that planning efforts must focus on securing alternate funding, the director has received no substantial assistance in this area. Despite the fact that the director has been successful in obtaining ESAA funds for 1975-76, she repeatedly expressed the need for assistance in the time-consuming location of appropriate funding sources and writing of proposals.<sup>30</sup> Assistance in this area remains crucial for the survival of the project and to maximize its adaptability to changing conditions.

---

<sup>30</sup> Other proposals either submitted or in preparation by the project director are: Title X EDA, Jobs for Progress; Gifted and Talented Children Proposal; Ethnic Heritage, Metric Education; ESAA Math Proposal; State Bilingual; S.F. Foundation Staff Development; Health Education; Drug Education for Elementary School Students.



### Fiscal

The audit completed recently (ending June 30, 1975) by Peat, Marwick and Mitchell of the Mission Education Projects, Inc., was concerned primarily with the "internal accounting control procedures of the project based on the San Francisco Model Cities Program Operating Agency Manual...and the area of compliance with respect to the contract terms and conditions...."<sup>31</sup>

In the area of internal control, the audit found that the procedures of the project were adequate for the purpose of CDA with the exception of the following areas:

- (1) Journal entries should be adequately explained and approved by the project director.
- (2) Bank reconciliations should be approved by the project director after they are prepared.
- (3) Property records should be maintained and periodic inventories taken to assure that all property is accounted for.

With regard to the area of project compliance, the audit recommended the following:

- (1) Maintenance of accurate financial records is the responsibility of the project and the books should be "periodically monitored to assure that they are accurate and current."

---

<sup>31</sup>From the MEPI audit draft, February 1976





- (2) Ledger cards or index cards should be maintained for nonexpendable property, and equipment labels should be utilized for all equipment and furniture.

As per standard audit procedures, the assumption was made that subsequent to the audit examination steps have been taken, or are in the process of being taken, to strengthen these weaknesses.

In addition to the audit findings supplied by Peat, Marwick and Mitchell, a cost-benefit ratio was estimated for the Tutorial, Cultural and Equipment Center, and Workstudy components. A breakdown of manhour utilization was also computed for the Tutorial component, and a survey of the frequency of equipment usage by cost-of-item for the Cultural and Equipment Center was compiled.

The role of cost-benefit analysis is summarized by Weiss: "In essence, the cost-benefit analyst attempts to identify the benefits of a program, both tangible and intangible; he looks at the costs of conducting the program, the direct and indirect; then he tries to put them into a common unit of measure- -dollars. The ratio of benefits to cost is an indication of the return that society is getting from its investment in the program."<sup>32</sup> In actual practice, however, defining the direct and indirect costs of project activities and benefits is often difficult.<sup>33</sup> The result of this

---

<sup>32</sup>Weiss, Carol, Evaluation Research p. 85

<sup>33</sup>Scriven, Michael, "Evaluation Perspective and Procedures," Evaluation in Education, Berkeley: McCutchan Publishing Corp., p. 85



difficulty is that interanalyst reliability is often low and that "the usual level of consideration is pretty superficial."<sup>34</sup> In other words, as Weiss points out, "differences in assumptions [can] result in cost-benefit conclusions for the same program that differ by orders of magnitude."<sup>35</sup>

Understanding, then, the relative fluidity of cost assumptions in social programs, one may most productively undertake a cost-benefit analysis by clearly defining the assumptions being made. Table 6 presents the assumptions made in the course of the current analysis of the Tutorial, Cultural and Equipment Center, and Workstudy components. No attempt was made to comprehensively include indirect costs for these components, such as those associated with administrative staff salaries and overhead. Similarly, no attempt was made to isolate indirect benefits for the components, such as the cost of services provided to the community organizations or schools by Workstudy student placements, or the benefits to the school of parent meetings held as a result of parents contacted by liaison workers. The cost-benefit ratio (the monthly average) for these components are presented in Table 7 for the survey period 10/1/74 through 5/30/75. Due to school vacation periods, the survey period

---

<sup>34</sup>Ibid., p. 85

<sup>35</sup>Weiss, Carol, Evaluation Research, p. 85



## Components

Tutorial	Cultural & Equipment Center	Workstudy
1. Tutor Salaries (42) 2. Liaison Worker Salaries (8)	1. Coordinator's Salary	1. Funds given to S.F. City College and S.F. State University
1. # Pupils Tutored 2. # of Paraprofessionals Employed 3. # of Pupil's parents contacted by Liaison Worker	1. # of Schools Served—Monthly $\bar{X}$ 2. # of Community Organizations Served—Monthly $\bar{X}$	1. # of Students Employed

TABLE 6: DEFINITIONS OF COMPONENT COST AND BENEFITS





Components	Benefits	Costs	Cost-Benefit Ratios	Beneficiaries Served per \$1000
TUTORIAL	1. 500 pupils served	1. \$7,659 Tutor salaries 2. +1,351 L.W. Salaries 9,010 In Supervising Tutors	\$18.02 per Student Tutored	55 Students Served
	2. 32 Parents contacted by Liaison	1. \$1,351 In Liaison Salaries 1	\$42.22 per Parent Contact 2	24 Parents Served
	3. 50 Paras Employed	1. \$10,361 Total Salaries	207 Paraprofessionals Projected	20 Paras
Cultural And Equipment Center	1. Monthly Mem = 26 Schools and Organizations Served	1. \$ 500 In Coordinator Salary 3	\$19.23 per School or Organization	50.2 Schools or Organizations
Workstudy	1. 20 Students Employed	1. \$ 650	\$32.50 per Student 4	30.7 Projected Students

TABLE 7: MONTHLY AVERAGE OF COST-BENEFIT RATIOS  
(10/1/74 — 5/30/75)

1.  $\frac{1}{2}$  liaison worker time allocated to tutor supervision;  $\frac{1}{2}$  to community work;
2. Parent contacts result also in parent meetings and time spent in other community meetings.
3. Not including \$3,981 spent on replacing van during evaluation period or money spent after survey period on equipment purchases;
4. Represents \$172.50 in actual value due to matching federal funds 4:1



represents seven month of actual service. The figures used are based on CDA and project records as well as, in some cases, on-site observation conducted during the evaluation.

Table 7 shows that for the 7-month survey period 500 children were tutored at a monthly cost in paraprofessionals' salaries of \$18.02 per child. In addition to the children tutored, 50 paraprofessionals, many of whom were previously unemployed Model Neighborhood Area residents, were employed. Along with the cost-benefit ratios, manhour utilization was computed for the Tutorial component. During the survey period, MEPI employed 42 tutors for 3 hours a day. Using the average of 4.33 weeks per month, this amounted to 65 tutor hours per month. For the 7-month period the estimated total of 19,110 total hours was divided among the 500 children served resulting in 5.5 hours per month per child or approximately 15-20 minutes of tutoring per child per day.

With the intent of comparing cost-benefit ratios for MEPI's Tutorial program with a similar (though not directly comparable) program in the public schools, information was collected from the ESEA office on cost-benefit ratios for the same 10 target schools. Based on data projected for the 1975-76 school year, 117 ESEA paraprofessionals served 2,746 children for 570



hours per day total. Using, again, paraprofessional salaries only as a measure of cost, the cost of service was \$15.11 per child per month, a slightly lower cost per child than the MEPI tutorial of \$18.02 per child per month. It is important to reiterate that this superficial form of cost analysis does not result in absolute findings and may be best utilized as an estimate of the relationship of benefits to costs.

In addition to the cost-benefit ratios presented for the Cultural and Equipment Center and Workstudy components, an estimate of the total cost of equipment borrowed per month during the survey period is presented in Table 8.

In the course of an attempt to assess the efficiency with which the equipment and materials of the Cultural and Equipment Center were used, it became obvious that some discrepancy existed with regard to the Cultural and Equipment Center inventory. That is, the inventory presented by the Cultural and Equipment Center coordinator to the CDA Evaluation Unit during the period of data collection differed greatly in total value from inventories compiled in 1972 and in January 1974. In the 1972 inventory, the Cultural and Equipment Center had \$24,282 worth of equipment with \$13,866 worth of equipment assigned to 13 elementary schools. In the 1974 inventory, the total value was listed as \$22,015, with



Month	Total Cost of Equipment Borrowed	Most Frequently Utilized Equipment
11/74	\$ 6,725	Portable Television, video Tape Machines;
12/74	\$ 8,510	Power Units, Amplifier; slide projectors; Movie
1/75	\$ 9,000	Projectors, T.V. Cameras; 200m lens; Tape
2/75	\$ 8,531	Recorders; Tripod; Tool Box sets;
3/75	\$ 7,377	Phonographs; Cultural Library books and
4/75	\$ 12,027	Slides.
5/75	\$ 13,502	
E = \$65,672 $\bar{X}$ = 9,381 per month		

TABLE 8: COST OF EQUIPMENT AND MATERIALS  
BORROWED BY MONTH





no reference to the \$13,866 worth of equipment at the schools.

The list presented to the Evaluation Unit in 1975 showed an inventory worth \$11,988, again with no reference to equipment at the schools. This suggests a loss of \$10,027 worth of equipment and materials from the 1974 inventory at the project office alone.

In any event, it appears that an appraisal of the current value of the Cultural and Equipment Center would certainly be in order both at the project office as well as at the elementary schools. This coincides, furthermore, with the audit finding concerning property records.



## Product Findings

### Institutional Impact

In addition to the findings on the project's process, the MEPI evaluation presents data on the impact of the project on the sponsoring agency, the San Francisco Unified School District. Attitudes on institutional impact (see Table 9) were collected from the SFUSD administration, principals, teachers, the MEPI project director, board of directors, paraprofessional staff (including workstudy tutors) and in some cases, community parents. The questions centered on the effect of the Tutorial program on on-going SFUSD operations and participating personnel.

The impact of the project on on-going SFUSD operations was viewed with respect to administrative change and the level of coordination between the project and the school district. When asked if the project has had "innovative implications for SFUSD," the majority of school district personnel answering said "no." A couple of teachers commented, however, that there is now more individual instruction, and one principal cited an increase in community involvement in education. The MEPI director thought that the project had "innovative implications for the SFUSD" whereas the board of directors' and paraprofessional staff



Questions	SFUSD			MEPI STAFF			Neighborhood
	Administration (N=1)	Principals (N=9)	Teachers (N=55)	Board (N=7)	Director (N=1)	Paraprofessionals (N=46)	Parents (N=15)
1. Do you think MEPI will be continued without Model Cities funds?	No	1-Yes 6-No 2-NA 4-No funds	14-Yes 11-No 30-NA 12-No funds	2-Yes 4-No	1-No	18-Yes 16-No 13-NA 9-No funds	
2. Do you think MEPI has had innovative implications for SFUSD?	No	1-Yes 4-No 4-NA	7-Yes 12-No 36-NA	3-Yes 2-No 2-NA	1-Yes	14-Yes 10-No 22-NA	
3. Is SFUSD more responsive to needs of MMNA residents as a result of MEPI?	Yes	3-Yes 1-No 5-NA	7-Yes 13-No 35-NA	6-Yes 1-NA	1-Yes	29-Yes 9-No 9-NA	11-Yes 1-No
4. Has MEPI initiated any changes in district policies and procedures?	Yes	2-Yes 1-No 6-NA	9-No 46-NA			8-Yes 12-No 26-NA	
5. Do you think there has been an improvement in the relationship between SFUSD and Mission community?	Some improvement	3-Some 1-No 5-NA	1-Much 11-Some 2-No 41-NA	1-Much 5-Some 1-NA	1-Some	14-Much 12-Some 3-No 17-NA	
6. Have SFUSD school personnel become more sensitive to community problems?	NA	5-Yes 1-No 3-NA	12-Yes 10-No 33-NA	4-Yes 2-No 1-NA	1-Yes	23-Yes 7-No 16-NA	
7. Have you become more sensitive to community problems?	Yes	5-Yes 2-No 2-NA	13-Yes 12-No 30-NA				
8. Are SFUSD personnel better able to provide relevant services?	Yes	3-Yes 2-No 4-NA	10-Yes 7-No 38-NA	4-Yes 2-No 1-NA	Yes	22-Yes 9-No 15-NA	
9. Are you better able to provide relevant services?	Yes	3-Yes 2-No 4-NA	14-Yes 11-No 30-NA				
10a. Do you think SFUSD administration have changed their perception of MMNA population?	NA	4-Yes 5-NA	6-Yes 6-No 43-NA			11-Yes 11-No 24-NA	
b. Do you think SFUSD teachers have changed their perception of MMNA population?		3-Yes 6-NA	9-Yes 4-No 42-NA			13-Yes 12-No 21-NA	



		SFUSD				MEPI STAFF		Neighbor- hood
		Administration (N=1)	Principals (N=9)	Teachers (N=55)	Board (N=7)	Director (N=1)	Paraprofessionals (N=46)	Parents (N=15)
11.	Has your perception of MMNA population changed?	Yes	1-Yes 3-No 5-NA	10-Yes 9-No 36-NA				
12.	Have you modified any approach or procedures as a result of response to MEPI?	NA	1-Yes 3-No 5-NA	4-Yes 17-No 34-NA				





answers were divided. In explaining her answer, the director said that some principals now meet with MEPI staff, board, and volunteers, that there has been an increased awareness of MMNA needs and concerns "downtown," and that in Spring 1975 "three Latin women were appointed as principals." One MEPI boardmember thought that the project changed a negative attitude of SFUSD toward a community-controlled organization operating within the school system utilizing uncertified personnel. Despite these strong individual opinions, there was a high number of no answers from both the SFUSD and MEPI staffs in response to the question of "innovative implications," making conclusions difficult. The answers to the question, "Has MEPI initiated any changes in district policies and procedures?" were likewise inconclusive due to the large proportion of no answers (see Table 9). The SFUSD administrator questioned said "yes," as did two of the three principals responding. All nine teachers answering said "no." The paraprofessionals answering said "yes" (N=8) and "no" (N=12). When asked, "Have you modified any approach or procedures as a response to MEPI?," only one principal and four teachers said "yes," with three principals and seventeen teachers answering "no;" the rest did not respond. Of the teachers, one mentioned that there had been a modification of language components.



When the SFUSD administrator interviewed was asked, "What has been the level of interagency coordination (between MEPI and SFUSD) as related to similar projects?," he answered that the coordination had been greater than with other projects. He said that although MEPI is small compared to other state-supported programs such as ESEA, he works daily on the project and closely with the director. The principals, on the other hand, rated the level of coordination as "about the same as other projects" (N=1), "less than other projects" (N=2), and "don't know" (N=3); three principals didn't answer the question. The principals rating the project-SFUSD coordination as "less than other projects," made comments that there had been a lack of communication in the past between MEPI and SFUSD, and that, in certain schools, there were organizational problems in MEPI and "double the normal amount of bureaucracy." The teachers did not answer the question for the most part (N=37). Of those who did they said, "greater than other projects" (N=1), "about the same" (N=3), "less than other projects" (N=1), and "don't know" (N=3).

Although one principal, some teachers (N=14), two MEPI board members, and some of the paraprofessionals (N=18) thought that MEPI would be continued without Model Cities supplementary funds, the SFUSD administrator, MEPI director, and six principals did not think so. The lack of funds at SFUSD was mentioned repeatedly



as the reason for this latter outlook. For example, one principal added that MEPI would probably be included in ESEA because of lack of SFUSD funds.

Most of those answering thought there had been "some improvement" in the relationship between the SFUSD and the Mission community as a result of the project. The director attributed the improvement to the fact that the "Mission Coalition Organization Education Committee is always there as a backup organization to make sure that certain things are implemented." This was similar to the paraprofessional comment that the improvement in the SFUSD—MEPI relationship was due to "community pressure," and the teacher comments that "parent involvement is 'in'," and "SFUSD likes to put on a good show." One principal, on the other hand, credited "better MEPI leadership and communication" for the improvement he saw. One teacher who said that no improvement had occurred between the SFUSD and the Mission community thought that programs like "MEPI contribute to fragmentation of San Francisco and school children."

And when asked, "Is SFUSD more responsive to the needs of MMNA residents as a result of MEPI?," the SFUSD administrator, MEPI director, most MEPI boardmembers (N=6), most paraprofessionals (N=29), and parents (N=11) sampled said "yes." The MEPI director



gave examples of this increased responsiveness by citing "the school being built at 19th Street and Folsom in the MMNA" and the fact that Bryant, an MMNA school, was not being closed as planned. Likewise, one boardmember said that there was a "change in SFUSD from hostility towards the project to acceptance and finally acknowledgement of the worth of the project and mutual benefits." Seven of the twenty teachers answering and three out of four principals agreed that SFUSD had become increasingly responsive. One of these principals said, "yes, in response to pressure."

In looking at the impact of MEPI on SFUSD personnel, the evaluation emphasis was on the effect on professional adequacy and on attitudes. The answers to "Have SFUSD school personnel become more sensitive to community problems?" were as follows: the director said "yes," the boardmembers said "yes" (N=4) and "no" (N=2), and the paraprofessionals said "yes" (N=23) and "no" (N=7). Similarly, the principals answered "yes" (N=5) and "no" (N=1), as did the teachers (12 "yes" and 12 "no"). The SFUSD administrator did not answer, but when asked more specifically, "Have you become more sensitive to community problems?," he said he had. The principals' and teachers' answers to this question were "yes" (5 principals, 13 teachers) and "no" (2 principals, 12 teachers). Some of the SFUSD personnel saying "no" stated





that they had "always been sensitive." Other SFUSD personnel said that they "now see bilingualism as a positive factor," "have become aware of the disproportionate amount of funds for Mission Kids," and "see the need for cultural identify in the educational system through tutors." In response to "Are SFUSD personnel better able to provide relevant services (to MMNA students)?," the director, four boardmembers, and twenty-two paraprofessionals said "yes" (see Table 9). The SFUSD administrator said "yes," as did 3 of the 5 principals answering "Are you better able to provide relevant services?," said "yes" (SFUSD administrators, 3 principals, 14 teachers) and "no" (2 principals, 11 teachers).

When asked, "Do you think SFUSD administration have changed their perception of the MMNA population?," all 4 principals and half of the 12 teachers answering said "yes." Half of the 22 paraprofessionals responding agreed. When asked "Do you think SFUSD teachers have changed their perception of the MMNA population?," all 3 principals answering said "yes," 9 of 13 teachers, and 13 of 25 paraprofessionals said "yes." One of the liaison workers said, "There had been a realization that teachers can ask for help from MMNA residents." On the other hand, a tutor said, "The faculty is hesitant to single out the MMNA resident instead of favoring him." This was similar to one teacher comment that she was "weary of Mission



special interest groups." When SFUSD personnel were asked, "Has your perception of the MMNA population changed?," the SFUSD administrator answered "yes" along with 1 principal (out of 4 answering) and 10 teachers (of 19 answering).

Although the Tutorial component was a main concern in the examination of the project's impact on sponsoring institutions, some data were collected on the effect of the CEC on the San Francisco Unified School District. The questions were directed at the impact of CEC use on the efficiency of the learning process and on existing SFUSD resources. Sixteen schools were sampled, three of which were target schools, but as there was a consistently high percentage of no answers,<sup>36</sup> the findings must remain speculative.

When asked, "Has the availability of the MEPI learning and cultural materials and equipment increased the efficiency of the learning process at SFUSD and enriched curriculum?," both of the school representatives answering said it had "to some extent." One of these specifically thought that the art

---

<sup>36</sup>End of school year administration contributed to this.



materials, consumables, and films had been of greatest help.

Four of the school representatives said that similar aids were used "sometimes" before equipment and materials were available from MEPI's CEC (12 no answers). In response to the question, "What equipment does SFUSD have for art, music, foreign language, and bicultural awareness (i.e., records, films, books, etc.)?," three school representatives said they had everything necessary including art supplies, another said that his school had media displays and films but it was necessary "to dig" for them, one school principal said that this school had books, films, and records from the SFUSD bilingual program, another principal stated that his school had purchased adequate cultural and multimedia equipment with ESAA Title II money. The last school principal answering said that his school had a basic audio-visual collection with records, films, tapes, projectors, and screens and that the bilingual office had materials for teachers wishing to have them. He added that photography and darkroom equipment were unavailable. In response to the question, "Are SFUSD equipment and materials readily available?," 11 school representatives said "yes" and 2 said "no." The people answering "no" said that there was "difficulty obtaining requested films, but the school has plenty of projectors," and "red tape." Of the 11 people saying "yes," 3 agreed that although audio-visual equipment took some digging, the procedures were generally not overly complicated.



Another principal, however, said that deliveries from SFUSD took two weeks. One junior high school representative said that ESAA materials were not available for his school. Five school representatives said that they knew of other resource centers similar to the MEPI CEC for use at SFUSD and four said they did not. When school representatives were asked, "Of the various sources of equipment and materials, which do you prefer to use?" the answers were as follows:

English as Second Language (ESL) and ESAA program are well supplied and extensive (N=3);

Compensatory Education school, with equipment of our own (N=1);

Prefer to be independent through Title II and establish multimedia, multicultural resources (N=1)

SFUSD resources are adequate and relevant, better to spend money on tutors (N=1)

Philippine and Chinese centers (N=1);

Have photo equipment, cultural and equipment, and kiln press at school (N=1); and

Didn't know about the MEPI Cultural and Equipment Center (N=1)

In addition, one person said that equipment and materials should be accompanied by a knowledgeable person and three said that they wanted a current inventory with CEC materials. All of the schools housing CETA gardening programs were unaware that the garden tools were from the MEPI Cultural and Equipment Center. The gardening program, combining equipment with instruction,





was very successful from all reports.

The level of coordination between the MEPI Cultural and Equipment Center staff and the SFUSD and the effect on SFUSD personnel was impossible to estimate based on the persons sampled during the evaluation. This was due largely to the generally low level of interaction between the MEPI CEC coordinator and SFUSD personnel. The most consistent finding was, however, the need for MEPI's CEC to greatly increase the publication of its services.

No information was collected on the institutional impact of the Workstudy program (apart from those in the Tutorial component) because the evaluation was conducted at the end of the school year and the non-tutor workstudy students had little or no interaction with other major institutions.



### Participant Impact

The most significant product of the MEPI was its effect on the people directly participating in its operations. The groups involved vary among project components and so the evaluation presents data on participant impact individually for the Tutorial component, the Cultural and Equipment Center and the Workstudy component. Within each component, the focus of the evaluation was on participant characteristics and the project's impact on these participants.

Table 10 presents data on the number of students tutored, the percentage of MNA residents and bilingual tutees, the 1974-75 reading and math score percent differences from the district median on standardized achievement tests, number of tutors, and other special educational programs at each of the 10 target schools. These schools were: Alvarado, Bessie Carmichael, Bryant, Buena Vista, Douglas, Edison, Hawthorne, Marshall, Patrick Henry, and Sanchez. During the spring 1975 semester, there was a range of 2 to 5 MEPI tutors servicing between 30 to 17 tutees at each of the 10 schools. Forty to one hundred percent of these tutees were MNA residents and twenty to seventy-eight percent were bilingual, according to staff estimate. Children were referred to the Tutorial by teachers at all schools,



School(Grade) percent minority	Other Special Programs in School	Number of MEPI Tutors Per Month	Number of MEPI Tutees Per Month	Number of MNA Tutees Per Month	Number of Bilingual Tutees Per Month	Reading Score % Difference From District Median('74-'75)	Math Score % Difference From District Median('74-'75)
Alvarado(k-3) ss=24.3% f=16.9% n/b=22.5%	ESAA ESL ESEA ECE SB-90 Bilingual (Spanish)	3-5	40-56	75-100%	48-78%	-18%	-8%
Bessie Carmichael(4-6) ss=23.4% f=28.2% n/b=21.1%	ESAA ESL ESEA YMCA after school	4-5	52-58	71-85%	76-77%	-8%	-11%
Bryant(k-3) ss=51.2% f= 5.9% n/b=13.4%	ESAA ESEA	3-5	44-67	69-87%	44-64%	-18%	-24%
Buena Vista(k-3) ss=38.5% f= 4.4% n/b=18.0%	ESAA ESL ESEA COP Reading Specialist Bilingual (Spanish) Study Teacher	NA	NA	NA	NA	-6%	0%
Douglas(k-3) ss=26.7% f= 3.1% n/b=17.8%	ESAA ESL ESEA	4-5	50	100%	70%	+29%	+29%
Edison(4-6) ss=34.5% f= 5.0% n/b=26.7%	ESAA ESL ESEA SB-90 Bilingual (Spanish)	3-4	30-50	60-93%	30-53%	-9%	-16%
Hawthorne(k-3) ss=56.0% f= 2.7% n/b=12.5%	ESAA ESL ESEA SB-90 Bilingual (Spanish) CETA	5	53-77	40-72%	51-74%	-12%	-13%
Marshall(k-3) ss=36.2% f=13.0% n/b=17.7%	ESAA ESL ESEA SB-90 Bilingual (Spanish)	2-4	44-51	80-89%	57-69%	-15%	-18%
Patrick Henry(4-6) ss=25.0% f= 7.8% n/b=16.0%	ESAA ESL ESEA SB-90	3-5	46	63%	54%	-2%	-2%
Sanchez(k-3) ss=17.2% f= 8.4% n/b=26.8%	ESAA ESL ESEA St. John's Tutoring Bilingual (Spanish)	4-5	40	(100%)	20%	-12%	-13%

District Percent Minority

(k-3) (4-6)

ss=15.5% ss=13.9%

f= 8.8% f= 9.0%

n/b=30.7% n/b=32.0%

ss - Spanish Speaking

f - Filipino

n/b - Negro/Black



with parental consent. The SFUSD standardized achievement test scores for the years 1969 through 1975 were examined for the 10 target schools and the percent differences from the district medians in reading and math computed and presented in Figures 14 through 17. Although these test scores are not traceable to the children participating in the MEPI Tutorial (making before and after comparisons and precise conclusions impossible), they do illustrate the measured achievement levels at the 10 schools, providing a backdrop by which to understand the initial and on-going conditions there. It can be seen, for example, that the 10 target schools with some exception, have been below the state medians for the years sampled. The percent of Spanish-surnamed and Filipino students were as follows for 1974-75:

Alvarado	SS=24.3%
	F=16.9%
Bessie	SS=23.4%
Carmichael	F=28.2%
Bryant	SS=51.2%
	F= 5.9%
Buena	SS=38.5%
Vista	F= 4.4%
Douglas	SS=26.7%
	F= 3.1%
Edison	SS=34.5%
	F= 5.0%
Hawthorne	SS=56.0%
	F= 2.7%





FIGURE 14: READING SCORES- DIFFERENCE BETWEEN TARGET SCHOOLS AND DISTRICT MEDIAN

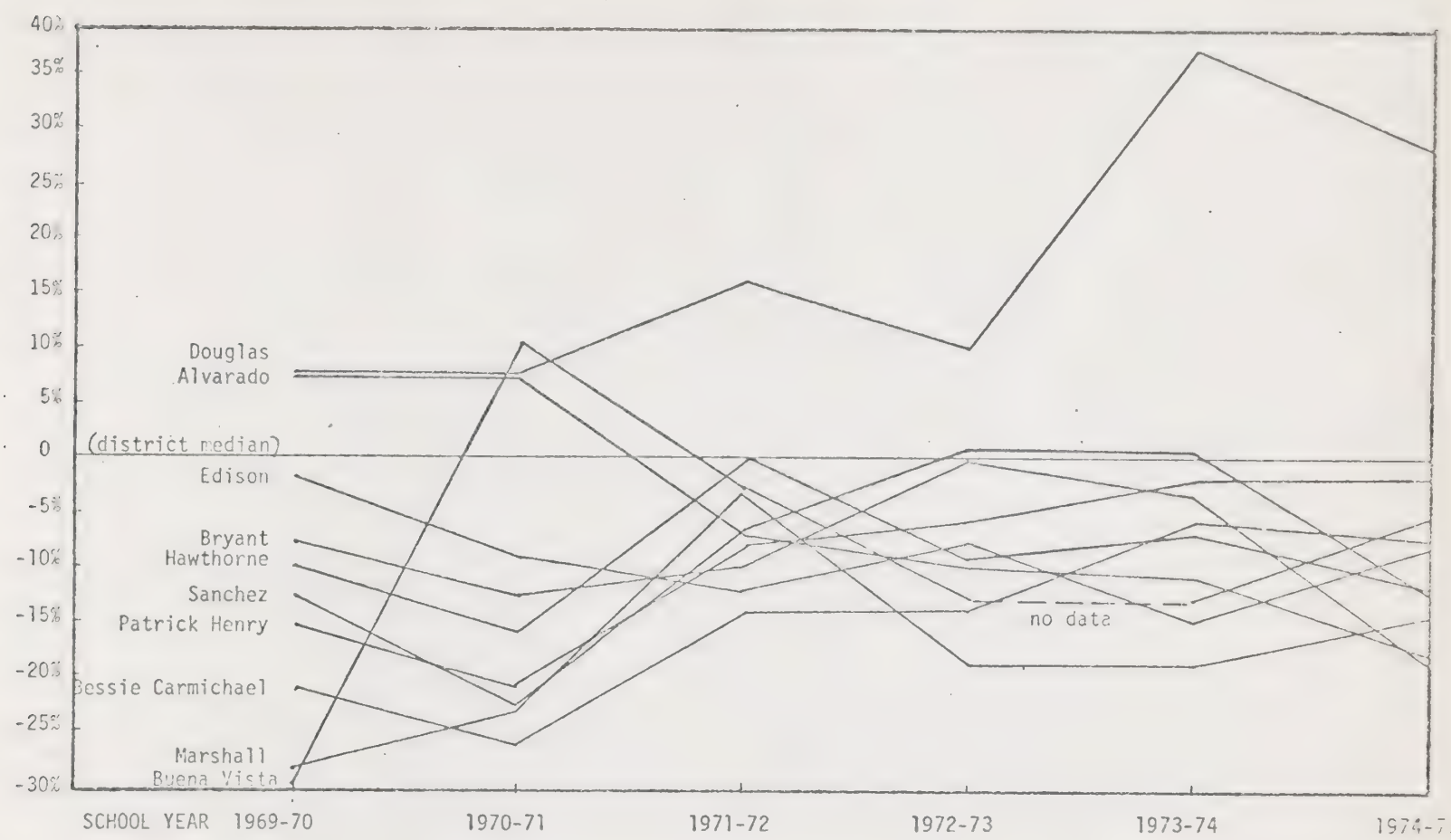


FIGURE 15: MATH SCORES-% DIFFERENCE BETWEEN TARGET SCHOOLS AND DISTRICT MEDIAN

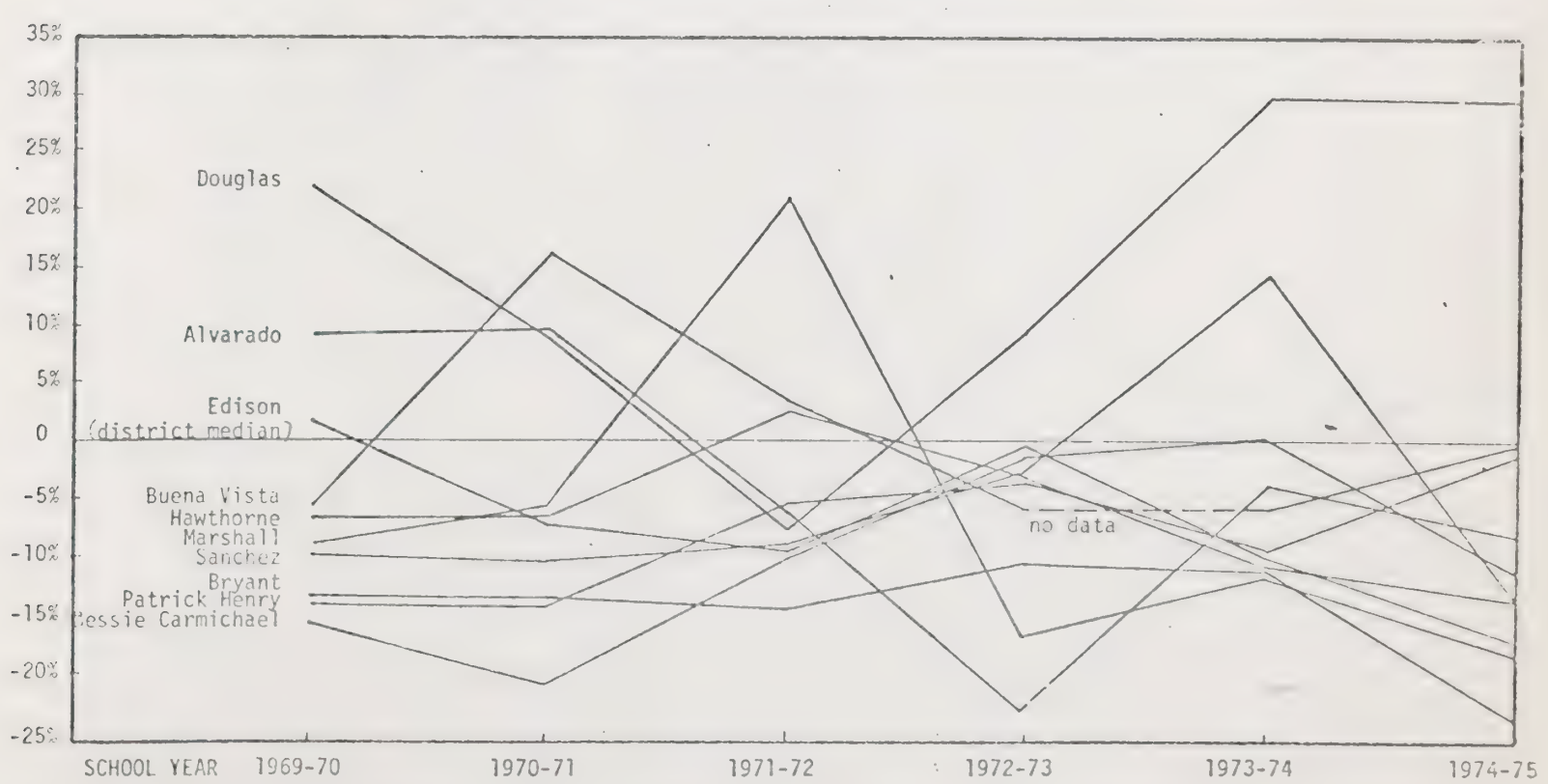




FIGURE 16: READING SCORES-SPANISH-SURNAME AND FILIPINO % DIFFERENCES FROM TARGET SCHOOLS AND DISTRICT MEDIAN

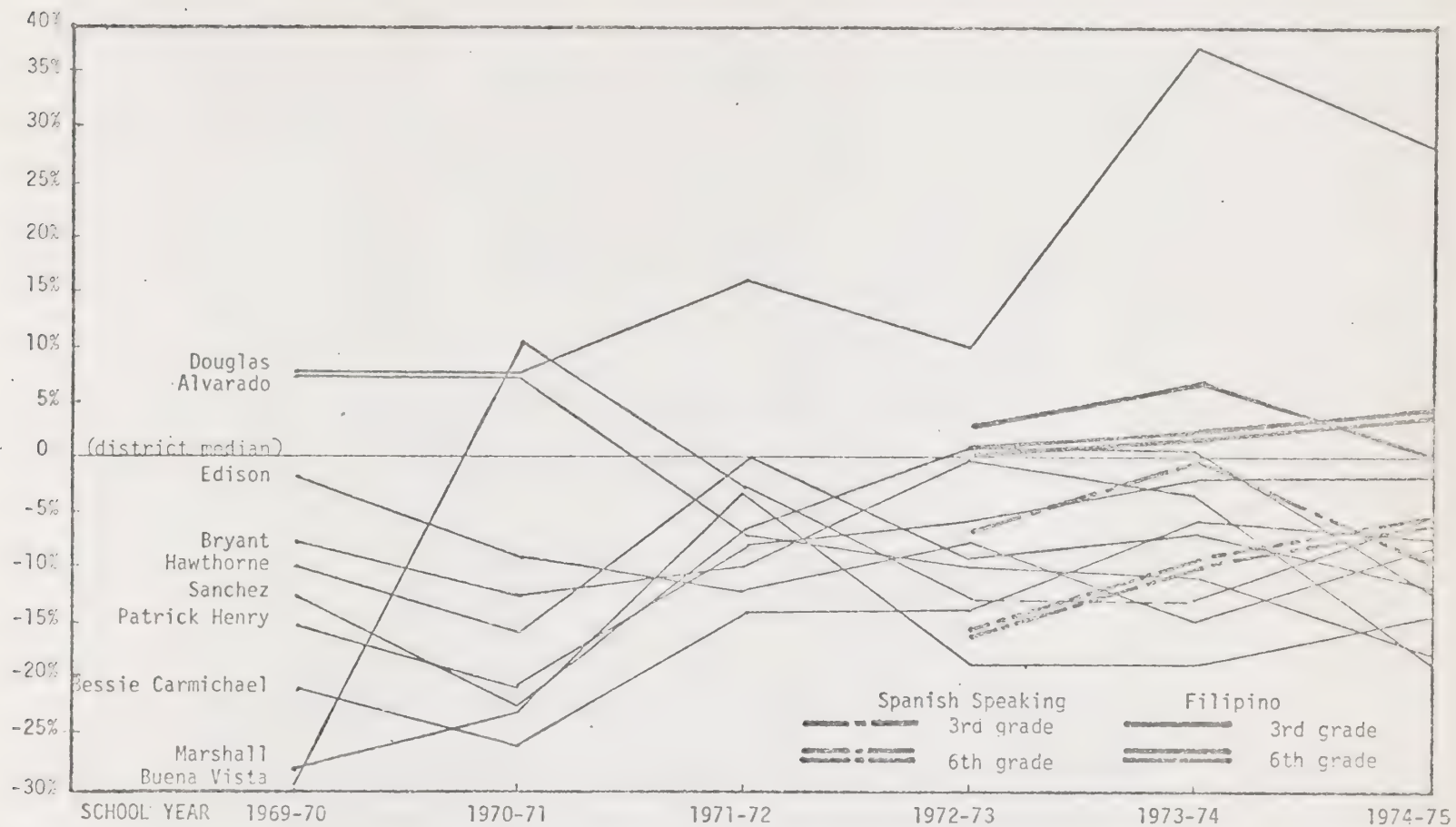
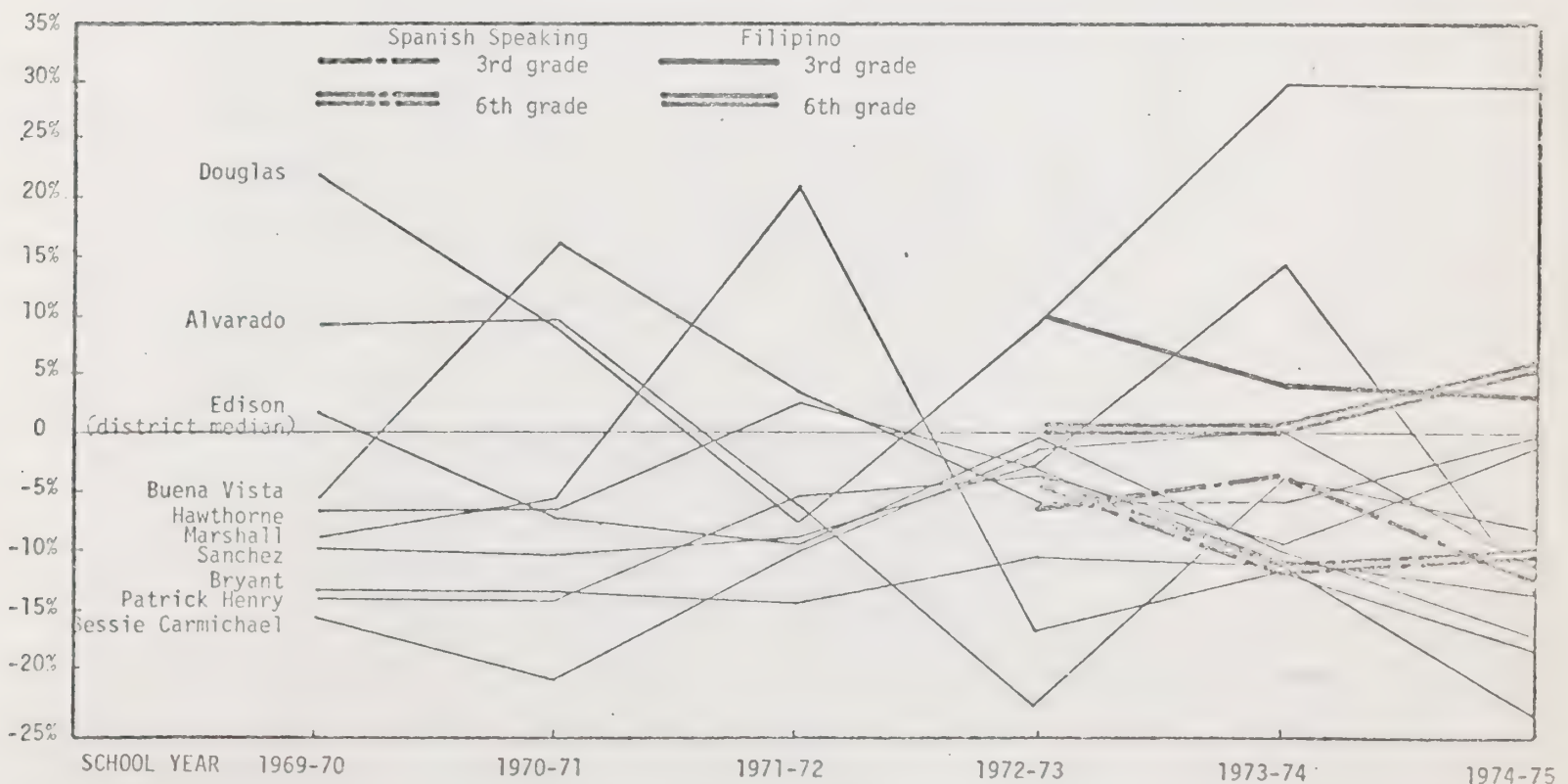


FIGURE 17: MATH SCORES-SPANISH SURNAME AND FILIPINO % DIFFERENCES FROM TARGET SCHOOLS AND DISTRICT MEDIAN





Marshall	SS=36.2%
	F=13.0%
Patrick	SS=25.0%
Henry	F= 7.8%
Sanchez	SS=17.2%
	F= 8.4%

For the overall district, the percents were as follows:

Grades K-3	SS=15.5%
	F= 8.8%
Grades 4-6	SS=13.9%
	F= 9.0%

Of note is the fact that whereas achievement levels for Spanish-surnamed students have been regularly below the district medians in both reading and math, the achievement levels for Filipino students have been at or above the district (see Figure 16 and Figure 17). Each of the schools had ESEA, ESAA (compensatory education and integration programs), as well as numerous other special programs during the spring semester 1975. Multiple programs, of course, complicate the task of isolating the effect of one program, such as MEPI's Tutorial, on the schools' measured achievement levels.<sup>37</sup>

---

<sup>37</sup>Note: This multiple program approach must have been partially responsible for forestalling the acceleration of the downward trend in achievement scores that was anticipated by the SFUSD in response to the growing proportion of minority pupils—from 60 to 73%—and as discussed in Supplements to Text-SFUSD Test Reports





Table 11 presents data collected by the CDA Evaluation Unit for spring 1975, during the last two weeks of the school year, at the 10 target schools. This table shows that tutors served children in grades K-3 in four schools, K-2 in one school, 1-3 in one school, 2-3 in one schools, and 4-6 in three schools. The specific structure of the Tutorial activities varied greatly between schools. Most schools utilized both individual and group tutoring depending on the individual tutor, classroom situation, and child's need. A few tutors served as "floating" teachers' aides, helping anyone in the class, while others had a regular core group of tutees for the entire semester, and others helped individual children for as long as they required extra attention. The number of sessions and subsequently the length of time per session varied similary across schools (see Table 11). The sessions ranged in time from 15-20 minutes to three hours. The content areas included intensive assistance in reading, math, and language skills, as well as assistance with general classwork. The tutors observed worked in the classroom, in the library, and out in the hall.

To reiterate from the section on methodology, no baseline data or SFUSD test scores were ever collected specifically on the tutorial students; it was necessary therefore to base evaluations of pupils' recipient impact on judgements from principals,





School	Grades With Tutorial	Number of Tutors Observed	Number of Sessions Observed	Individual vs. Group Tutoring	Number of Tutees Per Session	Length of Time Per Session	Content Areas
Alvarado	K-3	5	8	1-Individual 2-Group 5-Both	5-6 Tutees 1-4 to 5 Tutees 1-4 plus Floating 1-Floating	4-1hr. 20min. 4-1hr. 20min.	6-Reading and Math 2-General Classwork
Bessie Carmichael	4th-6th	4	8	3-Individual 5-Both	1-2 to 5 Tutees 3-4 to 5 2-7 2-10 to 11	4-1hr. 30min. 4-1hr. 20min.	2-Spelling and Language 2-General Classwork
Bryant	K-3	4	11	6-Individual 2-Group 3-Both	1-1 Tutee 6-2 to 4 2-5 to 7 1-15	7-15 to 20min. 4-20 to 30min.	6-Reading 4-Language 1-Reading and Math
Buena Vista	2nd,3rd	2	2	1-Individual 1-Group	1-Floating 1-4 to 5	1-3hr. (floating) 1-3hr.	1-Reading and Math 1-General Classwork
Douglas	K-3	4	6	2-Individual 4-Both	1-1 Tutee 1-4 Tutees 1-6 Tutees 2-7 Tutees 1-Floating	4-1hr. 1-2hrs. 1-3hr. (floating)	3-Reading and Language 3-General Classwork
Edison	4th-6th	2	2	1-Individual 1-Both	1-4 to 5 Tutees 1-6 Tutees.	2-1hr.	2-General Classwork
Hawthorne	K-2	3	5	1-Individual 1-Group 3-Both	1-1 Tutee 1-3 Tutees 2-8 to 10 Tutees 1-13 Tutees	1-35min. 3-45min. 1-1hr. 45min.	2-Math 1-Reading 1-Math 1-General Classwork
Marshall	1st-3rd	4	8	5-Individual 1-Group 2-Both	1-1 Tutee 1-2 Tutees 6-4 to 6 Tutees	1-30min. 2-1hr. 5-1hr. 30min.	2-Reading 3-Reading and Math 3-General Classwork
Patrick Henry	4th-6th	5	7	3-Individual 2-Group 2-Both	3-1 Tutee 1-2 Tutees 3-4 to 8 Tutees	6-1hr. 1-3hr.	2-Reading 2-Reading and Math 3-Language
Sanchez	K-3	4	8	2-Individual 2-Group 4-Both	1-Floating aide 2-2 to 3 Tutees 4-4 Tutees 1-6 Tutees	3-1hr. 1-45min. 1-1hr. 3-1hr. 30min.	2-Reading 2-Language 1-Language and Math 3-Reading and Math



teachers, paraprofessionals, and parents. These data are presented in Table 12. When asked, "In your opinion, were the tutorial students helped by tutorial?," the overwhelming majority of those answering said "yes" (principals  $\frac{8}{0}$  Yes, No, teachers  $\frac{41}{1}$ , paraprofessionals  $\frac{42}{1}$ , parents  $\frac{14}{0}$ ). When asked about the nature of the changes for the students, 6 principals, 38 teachers, and 36 paraprofessionals rated the changes as beneficial. Four principals, fifteen teachers and seven paraprofessionals thought that the changes were permanent, whereas only three teachers and two paraprofessionals thought they were temporary. Reading, math, and verbal communication were the areas said to have been most helped by the Tutorial (see Table 12). Two teachers said, in addition, that some students learned English; five teachers noticed increased attention and motivation; twelve teachers saw improvements in confidence and basic skills; and thirteen noted an improvement in basic skills alone. Several teachers thought that an unanticipated consequence of the tutorial experience was the development of solid attachments between the children and the tutors. When the project director was asked, "What benefits to the student have there been as a result of the Tutorial project?" She answered, "We don't know what benefits have occurred...unless there is pre- and post-testing every year. No discussions have been held with students to find out how they were helped."



TABLE 12: TUTORIAL COMPONENT PUPIL IMPACT

	SFUSD		MEPI	
	Principals	Teachers	Paraprofessionals	Parents
1. In your opinion, were the tutorial students helped by tutorial?	8-Yes 0-No	41-Yes 1-No	42-Yes 1-No	14-Yes 1-NA
2. Describe the nature of the changes for the students?	6-beneficial 3-NA 4-perm 5-NA	38-beneficial 1-undesirable 3-temp 15-perm 37-NA	36-beneficial 11-NA 2-temp 7-perm 38-NA	
3. What problems has the tutorial most helped?	7-reading 6-math 4-verb comm. 3-emotional 3-behavior 3-special learning problems	39-reading 24-math 23-verb comm. 11-emotional 9-behavior 9-special learning problems	43-reading 39-math 25-verb comm. 25-emotional 20-behavior 21-special learning problems	
4. How do you feel the students would rate their experience with MEPI?	4-very meaningful 2-meaningful 1-not at all	19-very meaningful 21-meaningful 5-slightly meaningful 1-not at all 9-NA	25-very meaningful 17-meaningful 1-not at all 4-NA	5-very meaningful 8-meaningful 2-slight meaningful



In the same vein, no direct information was collected on the tutorial students' attitudes toward their experience.<sup>38</sup>

The parents sampled thought that the students would rate their experience with MEPI as "very meaningful" (N=5), "meaningful" (N=8), and "slightly meaningful" (N=2).<sup>39</sup> The paraprofessionals thought the tutees would rate their experiences as "very meaningful" (N=25), and "meaningful" (N=17), while the teachers said "very meaningful" (N=19), "meaningful" (N=21), "slightly meaningful" (N=5), and one said "not at all meaningful." The principals for the most part said "very meaningful" (N=4) and "meaningful" (N=2).

In addition to the students tutored, another group of participants in the MEPI Tutorial component was the residents employed as project paraprofessionals. The classification characteristics of the tutors and liaison workers are presented in Table 3, discussed in the section on Tutorial component administration. Table 13 presents data on the MNA resident and non-MNA resident tutors and liaison workers. To begin, 14 of the 28 MNA resident tutors were unemployed before working for MEPI, as were

---

<sup>38</sup>This was due to the age of the children and difficulties involved in disruption of classroom activities.

<sup>39</sup>Several "parent" questionnaires were discarded here because the people did not have any children participating in the Tutorial project.





TABLE 13: PARAPROFESSIONAL STATUS IMPROVEMENT AND CAREER DEVELOPMENT

Questions	Tutors (N=28) MNA Residents	Tutors (N=4) Non-MNA	Liaisons (N=6) MNA Residents	Liaisons (N=2) Non-MNA
1. Were you employed before working for MEPI?	Yes = 14 No = 14 NA = 0	Yes = 0 No = 1 NA = 3	Yes = 1 No = 5 NA = 0	Yes = 2 No = 0 NA = 0
2. As a project employee, has the project raised your income level?	Yes = 19 No = 7 NA = 2	Yes = 1 No = 2 NA = 1	Yes = 6 No = 0 NA = 0	Yes = 1 No = 1 NA = 0
3. Has the project employment helped to develop useful skills for you?	Yes = 25 No = 1 NA = 2	Yes = 4 No = 0 NA = 0	Yes = 6 No = 0 NA = 0	Yes = 2 No = 0 NA = 0
4. Has the project employment improved your career status in terms of future employability	Yes = 22 No = 3 NA = 3	Yes = 4 No = 0 NA = 0	Yes = 6 No = 0 NA = 0	Yes = 2 No = 0 NA = 0
5. Has it helped you towards your future career goals?	Yes = 24 No = 2 NA = 2	Yes = 3 No = 1 NA = 0	Yes = 6 No = 0 NA = 0	Yes = 2 No = 0 NA = 0



5 of the 6 MMNA liaison workers. When asked, "As a project employee, has the project raised your income level?," 19 of the MNA tutors said "yes" while 7 said "no." All six resident liaison workers said "yes." The majority of MMNA as well as non-MMNA resident tutors and all eight liaison workers said that the project employment had developed useful skills for them, improved their career status in terms of future employability, and helped them towards their future career goals. As mentioned under Tutorial component process, the tutors and liaison workers sampled were generally enthusiastic about the project and their MEPI jobs.

The Mission Education Project's Cultural and Equipment Center services numerous schools and community organizations. Of these, CDA's evaluation unit conducted a random sample of 16 schools and 7 community organizations. This sample, in addition to output data from the CEC coordinator's records, composed the data base for the evaluation of the Cultural and Equipment Center's impact on its participants.

Much of the information on Cultural and Equipment Center use by the SFUSD was presented in the section on MEPI's institutional impact. The output data on frequency of use provided by the Center coordinator verified the information obtained from the sample. That is, the number of requests from the schools for



equipment and materials was minimal, ranging from zero to three requests per month. When the CETA gardening program began in April 1975, the number of requests rose to 42, reflecting the loan of tool box sets to that program. Apart from the gardening program, the primary use in the schools for the MEPI inventory was in social studies classes utilizing multicultural materials. Again, school representatives requested that instructional services be provided in addition to the loan of materials.

The community organizations,<sup>40</sup> on the other hand, used the Cultural and Equipment Center more frequently. The number of requests for equipment and materials from community organizations ranged from 6 to 25, with a mean number of requests equal to 12 per month. The people sampled did not request van deliveries and were not aware that deliveries were available.<sup>41</sup> The organizations most frequently borrowed audio-visual, p.a. (sound systems) equipment, and movie projectors. They occasionally borrowed such cultural materials as films, slides, video tapes, and flags. All of the people sampled requested a current inventory of the Cultural and Equipment Center's stock and many said that the equipment and materials from MEPI were not available to them from other sources.

---

<sup>40</sup>The random sample of organizations included: The Farm, the Mission Language and Vocational School, AFL-CIO, Mission Family Center, Universal Great Brotherhood, Precita Family Center, and the Mission Coalition Organizations.

<sup>41</sup>The van had been stolen and not replaced until June 1975.



The equipment and materials were used for various activities by the organizations. The Farm, an artist's collective, used the sound systems for dances, public debates, and other types of entertainment, as well as movie projectors to show films. The Mission Language and Vocational School used the audio-visual equipment to tape classes and mock interviews which students later watched to sharpen their skills in job hunting. The AFL-CIO used equipment for rallies while the Precita Family Center used the movie projectors to show films to from 10 to 100 participants. The Mission Family Center, the director said, "CEC could be helpful for the many community organizations operating on limited funds." The person representing the Mission Language and Vocational School said, in addition, "Audio-visual equipment is the best contribution of MEPI to the community. No other agency open to the community is available...use should be limited to nonprofit organizations. The importance of the Center is so vital to the community that it should be expanded and have more funds." Lastly, the people sampled were divided on the issue of whether instructional services should be provided by the Cultural and Equipment Center along with materials and equipment.

The evaluation of the impact of the MEPI Workstudy program on its participants was based on data collected from six students from City College of San Francisco placed as tutors. As discussed





under the section on process, half of these students were male and four were MMNA residents. Only one student belonged to a community organization and four were Spanish-English bilingual. At the time of the questionnaire administration, the students had completed between 17 to 70 college units with the mean number of units equal to 38. Four of the students participating in the Workstudy program had been previously employed part-time; two of these students were MMNA residents. Three out of these four students had been previously employed in other workstudy jobs. Five of the six workstudy students said that they had been given a choice as to their placement.

When asked whether they would have been able to continue school without MEPI workstudy sponsorship, two of the MMNA residents said "yes," another said "yes, with difficulty;" and the last said "no." Three MMNA and two non-MMNA residents said that the project has raised their income level while one MMNA resident said that it had not. All of the MMNA (and one non-MMNA) students agreed that their career status in terms of future employability had been improved. Four students, three of whom were MMNA residents, said that the program had helped them towards their future career goals. All of the students sampled thought that the MEPI Workstudy program should be continued.



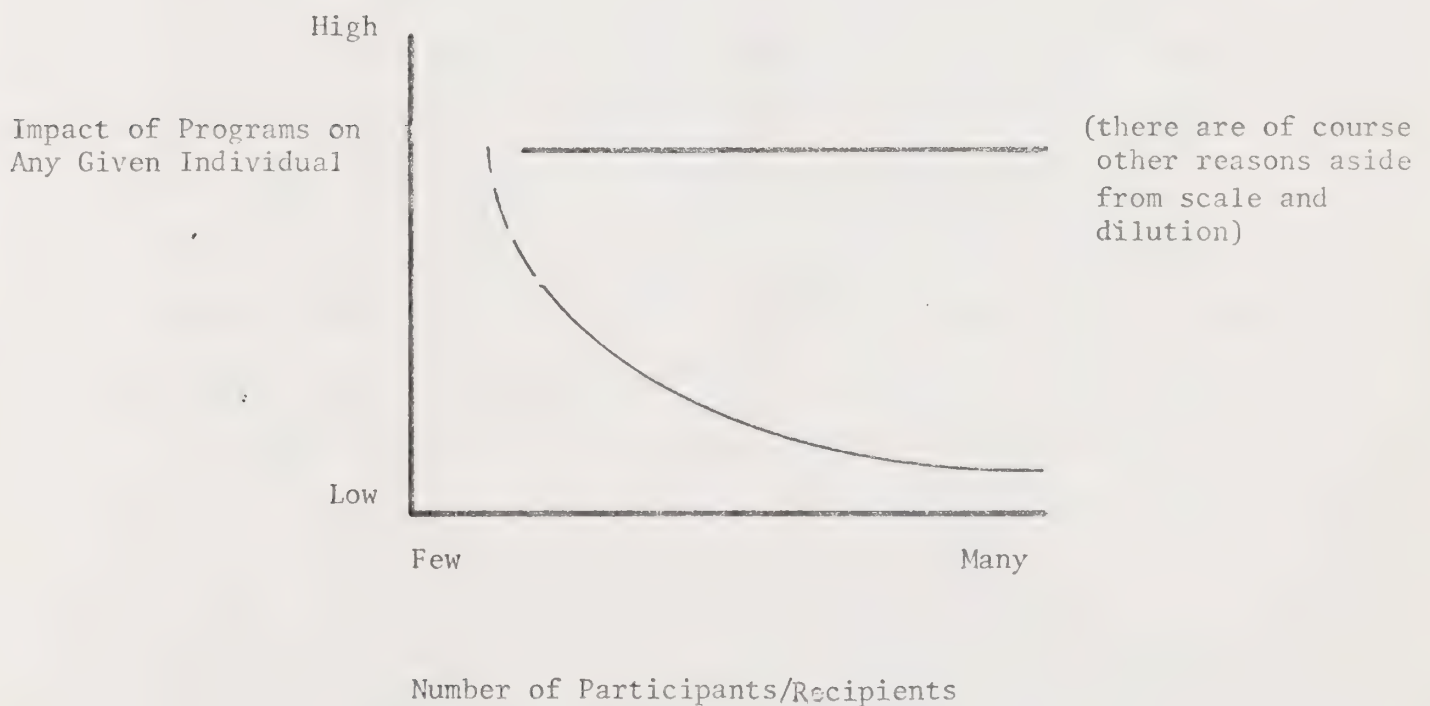
Neighborhood Impact. The impact of MEPI on the Mission Model Neighborhood has been evaluated in three categories: socio-economic conditions, citizen involvement, and resident attitudes with emphasis on citizen involvement. In order to maintain a realistic perspective of this project bringing about change, two characteristics of the Model Cities Program should be noted. First, the level of funding and scope of project objectives are not commensurate with neighborhood-wide problems, making the possible number of people served and visibility of results correspondingly limited. This problem is represented in Figure 18. Second, while Model Cities has generally not been the catalyst for many untried projects, the program has made it possible to demonstrate how existing concepts can be effectively implemented by residents of areas similar to the Mission. Making certain projects available in disadvantaged areas where residents become involved in serious analysis of community problems, development of cooperation, and mutual trust with City agencies and operations of an effective community organization has been an innovation in itself.<sup>42</sup>

---

<sup>42</sup>Washnis, George J., Community Development Strategies, p. 14



FIGURE 18: THE IMPACT OF SOCIAL PROGRAMS ON URBAN NEIGHBORHOODS: PROBLEMS OF SCALE AND DILUTION\*



\* Note: "The inherent limitations on potential effectiveness in a context of proliferating demands constitutes one main reason why city governments cannot solve their service problems." Yates, Douglas (1974) "Service Delivery and the Urban Political Order" p. 233 in W.D. Hawley and D. Rogers, Improving the Quality of Urban Management, Beverly Hills: Sage Publications



Since its inception MEPI has directed its energies toward reversing low levels of academic achievement and high rates of unemployment in the Mission District. While the magnitude of the socioeconomic problems is great, the specific project objectives have been limited to a workable scope. The neighborhood impact can be assessed only in terms of those resident pupils tutored, paraprofessionals employed, workstudy students placed, and community organizations benefiting from the use of the Cultural and Equipment Center. The impacts on those groups have been assessed in this evaluation under participant impact and resident employment.<sup>43</sup> When the director was asked what the major accomplishment of the project has been, she replied: "Hiring many parents who are Mission residents who never had a chance to work before and giving residents the idea that they can also work in the schools." Also, many paraprofessionals commented that in addition to helping pupils develop better academic skills, the project has helped parents get jobs. While this group of 50 residents is small relative to neighborhood-wide needs, it is significant relative to the potential of the project.

Citizen involvement, the second category of neighborhood impact, concerns whether the project has sought and found new resident

---

<sup>43</sup>See participant impact and resident employment discussions.





leadership, enabled at least some disadvantaged residents to become a genuine part of government, and brought decisionmaking closer to the people through a formalized participation structure which articulates and aggregates citizen needs and demands for services.<sup>44,45</sup> Additionally, it concerns giving residents the opportunity to develop the technical and political know-how to carry out strategies through exposure to and involvement in the operations of local government and institutions which make decisions affecting their lives.<sup>46</sup> While viewed primarily as a product or the impact the project has had in enlarging the participatory skills of the target population so that it may function more effectively in the broader social and political arena, it also looks at the process or the manner in which residents are brought into project planning and development and the consequent influence such involvement has on project operations.<sup>47</sup> Moreover the concept of citizen involvement and the channels for it developed by MEPI in the public schools received the enthusiasm of the majority of those individuals surveyed.

---

<sup>44</sup>Washnis, George J., Community Development Strategies, p. 20.

<sup>45</sup>Note: "The mark of a practical organization is not the transformation of a poor community into a paradise overnight, if ever. It is the liberation of practical deliberation." Milton Kolter, Neighborhood Government, Indianapolis: Bobbs-Merill, 1969, pp. 44-50.

<sup>46</sup>Note: "As an educational process, participation develops and fosters the very qualities necessary for it; the more individuals participate, the better able they become to do so." Carole Pateman, p. 43.

<sup>47</sup>Office of the Mayor, Chicago Model Cities Program, "Chicago Model Cities Program: an Evaluation of Selected Projects," p. 11.



The MEPI process of developing MMNA citizen involvement, or more specifically parent involvement, has been through Board membership (see Citizen Participation in Administration and Policymaking), resident employment, MCO Education Committee Meetings, contacts made with parents of tutored pupils for progress reports and school site meetings. Although Board membership and resident employment were discussed in preceding sections of the evaluation, the director added that, "parent leadership has been co-opted and now we have every local parent on payroll. Of the approximately 70 active residents from the early days of MCO Education Committee meetings, 40 to 60 of them have become MEPI staff and paraprofessionals of SFUSD staff with the remaining 25 to 30 still active in weekly MCO meetings."

While principals, teachers, liaison workers, and tutors expressed near-unanimous support for parent involvement as a means for improving the delivery of educational services and the channels developed by the tutorial for participation, there was some concern regarding the political nature of MEPI expressed. Most individuals surveyed suggested that there be more parent involvement, however, one principal commented that "as practiced, the MEPI goals seem to form a political base of parents using the children as a device, "and a tutor cautioned that" MEPI seems to be a little more interested in political organizations, using the tutorial program



more for making contacts and as leverage than in actual educational achievements."

The director, on the other hand, described the importance of the organized nature of the project and particularly the importance of the MCO Education Committee which acts as a backup organization to make sure that certain things are implemented. She emphasized that the MCO Education Committee provides the channel through which project citizen involvement has its most consistent and effective neighborhood impact on the relationship between the SFUSD and the MMNA. One MEPI boardmember noted that the community now realizes that it may exert some effective control over the education of its children and that it may influence the operations and decision-making of a city institution (the SFUSD).

In addition to boardmembership, paraprofessional employment and MCO participation, all parents of tutored students were encouraged to become involved in the tutorial project at their child's school site. As delineated in the project analysis, the liaison workers had primary responsibility for making parent contacts to inform parents of their child's progress and site activities.

The description reads as follows:

The parent liaison worker shall, primarily through  
have visitations and telephone calls, disseminate



information to parents of student participants so that the parents will be better informed about the Mission Education Projects and the school site for participation in this project....

Responses regarding the nature of parent involvement were highly varied. When asked to describe its nature, only four principals responded. One said, "none," two said, "participation at meetings was poor," and the fourth said, "parents hired as tutors and requests parental consent." Of the few teachers who responded to this question; seven said, "none," three said, "very little," and two said, "parent meetings." Only half of the tutors answered this question with responses ranging from: "parents as tutors," "participation in PTA meetings, school meetings, and community meetings;" and "parents were informed of meetings but few attended." Responses of the liaison workers were similar with the additional comments, such as: "parents contacted by telephone and home visits," "parents invited to talk to the tutors about pupil progress," and "the MNA children's parents attended one meeting held." The project director described the nature of parent involvement as being primarily, "Model Neighborhood resident parents hired as para-professionals." While these responses were quite diverse, there was a consistent desire for more parent involvement expressed by many, including SFUSD staff, paraprofessionals, and parents.





Responses to questions asked regarding the perceived extent of parent involvement at the schools are presented in Table 14.

While these data reveal some distinct patterns of involvement, the high number of "no answers" among principals, teachers, and tutors coupled with the small size of the parent sample considerably reduce its reliability.

The most significant pattern which emerged regarding parent contacts and meetings was the variation among estimations for each type of involvement. Estimates by the SFUSD staff and project paraprofessionals for both the number of parents visited and the number of parents contacted by telephone ranged from 0 to over 21. Parent responses were equally divided with N=4/15 frequently, N=4/15 infrequently, and N=4/15 never.

When asked "How often were parents asked to attend meetings each month?" responses of principals and teachers were divided between 0 and, 1—2 times per month. While the majority of the liaison workers and tutors noted 1—2 meetings per month, approximately one-third of those tutors responding (N=5/17), indicated that 3 or more meetings were held each month. Seven of the parents said they were frequently asked to attend, while 5 responded "infrequently," and 1 "never."



TABLE 14: NEIGHBORHOOD PARENT INVOLVEMENT

Questions	SFUSD				MEPI		Neighborhood
	Administration (N=1)	Principals (N=9)	Teachers (N=55)	Director (N=1)	Liaisons (N=8)	Tutors (N=38)	Parents (N=15)
1. How often were parent visits made by liaison workers?	--	1=0 2=1 to 5 2=6 to 10 4=NA	3=0 3=1 to 5 49=NA	--	2=1 to 5 4=6 to 10 2=21+	2=0 2=1 to 5 1=16 to 20 2=21+ 31=NA	4=frequently 4=infrequently 4=never 3=NA
2. How often were parent telephone contacts made by liaison workers?	--	3=6 to 10 1=21+ 4=NA	2=0 2=1 to 5 50=NA	--	3=6 to 10 1=11 to 15 2=16 to 20 2=21+	3=0 1=1 to 5 1=6 to 10 3=21+ 29=NA	5=frequently 4=infrequently 4=never 2=NA
3. How often were parents asked to meetings each month?	--	2=0 3=1 to 2 3=NA	5=0 1=1 to 2 49=NA	--	1=0 6=1 to 2 1=3 to 5	4=0 8=1 to 2 4=3 to 5 1=6 to 10 21=NA	7=frequently 5=infrequently 1=never 2=NA
4. What percent of the tutored students parents attended meetings? (How often were you able to attend?)	--	--	--	--	6=0 to 25% 1=26 to 50% 1=51 to 75%	8=0 to 25% 3=26 to 50% 2=51 to 75% 2=75 to 100% 23=NA	5=frequently 7=infrequently 2=never 1=NA
5. What was the extent of citizen participation in project planning?	1=great extent	1=some extent 1=slight extent 1=none at all 5=NA	8=some extent 5=slight extent 11=none at all 31=NA	1=some extent	2=great extent 2=some extent 1=slight extent 2=none at all 1=NA	4=great extent 13=some extent 2=slight extent 5=none at all 14=NA	--
6. What was the extent of parent involvement in the Tutorial project?	1=NA	1=some extent 5=slight extent 1=none at all 2=NA	1=great extent 6=some extent 2=slight extent 46=NA	1=slight extent	2=great extent 4=some extent 1=slight extent 1=none at all	8=great extent 11=some extent 7=slight extent 4=none at all 8=NA	--



Liaison workers observed that attendance of the parents of tutored students was approximately 25%, while tutors indicated that closer to 50% attended. Five of the thirteen parents responding to the question said they were "frequently able to attend," while seven indicated that they could only "infrequently attend" and one responded "never."

As the overall range of responses concerning parent contacts and meetings was too great, a closer look at individual schools, based on data from school site records, became necessary (see Table 15). While the average number of parents visited each month for some schools was as few as 3, for others as many as 20 to 24 parents were visited. Similarly, in two schools, as few as 5 to 7 parents were contacted per month by telephone, while an average of 70 contacts were recorded at another school. Also the frequency of parent meetings ranged from 0 to 2 every month.

The differences among schools and range of implementation styles are most likely attributable to any one or a combination of three factors. The liaison workers may have been confused about their duties and responsibilities, the Tutorial component structure and supervision of the liaison worker may require revision (see Tutorial component discussion), or the needs at the various



TABLE 15  
PARENT CONTACTS BY SCHOOL SITE

School	Average # of Parents Visited	Average # of Parents Contacted by Phone	Average # of Parent Meetings Held
Alvarado	7	11	no data
Bessie Carmichael	6	30	1 every other month
Bryans	20	70	no data
Buena Vista		No Data	
Douglas	24	40	inappropriate ans.
Edison	3	5	none
Hawthorne	14	15	1 every month
Marshall	3	9	1 every other month
Patrick Henry	4	7	1 in eight months
Sanchez	8	15	2 every month
Average	10	22	.7





school sites may vary considerably.

While all eight liaison workers responding to questionnaires indicated that they were clearly informed of their duties and responsibilities, when asked to detail those duties and responsibilities, numerous differences of opinion emerged. Six of the eight liaison workers indicated that they were primarily responsible for supervision of the tutorial project at their school site, including such duties as coordination of paraprofessionals, recordkeeping, assignment of children to tutors, and general coordination between principal, teachers, and the project director. Three of the liaison workers also mentioned attending staff and community meetings as a responsibility.

Regarding parent contacts, three mentioned working with parents and one indicated parent house calls as a duty. Of the eight liaison workers responding to the question, only one mentioned dissemination of information to parents from the schools and organization of parent meetings, a primary job responsibility as delineated in the project analysis (see Appendix).

The project director, on the other hand, when she was asked, "What do you see as the role of the liaison worker?," specifically said, "involvement of parents and community in education, the



MEPI Program and Educational issues. They were supposed to be the organizers for the project." She then added that the liaison workers have not been effective in their role, because "all the liaison workers on payroll were not required to visit parents for the first two years of the project — this year they seem to feel that I was requiring them to do things that were not part of their job." Clearly, the varied responses concerning the role of the liaison worker confirm there exists considerable confusion and misunderstanding.

Also, the different styles of implementation at the various school sites may be a reflection of different needs and potentials for citizen involvement by site. It should be noted that a proposal was unveiled by the Riles Commission in the fall of 1975 which would shift major decisions from central office staff to individual school principals in S.F. public schools. A staff member of the Commission, which was proposed by State Superintendent of Public Instruction, Wilson Riles stated:

By moving the planning closer to the schools, people will be eminently more pleased with their school, since they will have a part in the decision making...The question of who is going to run the schools — the public or professionals — has to be answered.<sup>48</sup>

---

<sup>48</sup>Moskowitz, Ron, "S.F. May Give Principals More Say-So," San Francisco Chronicle — 1975



Assessment of change in resident attitudes toward and communication with city agencies attributable to MEPI operations, has been based on the relationship between those residents involved in MEPI and SFUSD. Questionnaires were administered to SFUSD staff, project board members and staff, paraprofessionals, and parents. As no neighborhood survey has been conducted by CDA, the main input from residents comes from the project paraprofessionals and those parents (N=15) who attended a meeting called during the evaluation period to obtain their opinions (see Table 16).

The majority of those who responded felt that improvements had been made in both resident attitudes toward SFUSD and the relationship between SFUSD and the Mission community. When asked, "Do you feel the project has resulted in improved neighborhood attitudes toward the SFUSD?," only one principal answered "not at all" and one "to a slight extent." Three responded "to some extent," and one "to a great extent." One principal commented that in his school even the children's attitudes toward school have improved greatly. Of the 27 teachers answering this question, over half observed some extent of improvement and 4 felt there was a great extent of improvement. Only 4 did not see any improvement in neighborhood attitudes. When asked, "Do you feel the project has increased neighborhood awareness of the schools' problems?,"



TABLE 16: ATTITUDES ON NEIGHBORHOOD IMPACT

	Administration (N=1)	Principals (N=9)	Teachers (N=55)	Board (N=7)	Director (N=1)	Paraprofessionals (N=46)	Parents (N=17)
1. Do you feel the project has resulted in improved neighborhood attitudes towards the SFUSD?	Yes	1-great extent 3-some extent 1-slight extent 1-not at all 3-NA	4-great extent 13-some extent 6-slight extent 4-not at all 28-NA	3-great extent 2-some extent 1-not at all 1-NA	1-some extent	16-great extent 21-some extent 2-slight extent 2-not at all 5-NA	10-Yes 0-No 5-NA
2. Do you feel the project has increased neighborhood awareness of the school's problems?	Yes	1-great extent 3-some extent 1-slight extent 1-not at all 3-NA	2-great extent 13-some extent 4-slight extent 4-not at all 32-NA	5-great extent 1-not at all 1-NA	1-some extent	18-great extent 20-some extent 1-slight extent 1-not at all 6-NA	
3. Do you think there has been an improvement in the relationship between SFUSD and the Mission community?	1-Some	3-Some 1-No 5-NA	1-Much 11-Some 2-No 41-NA	1-Much 5-Some 1-NA	1-Some	14-Much 12-Some 3-No 17-NA	





SFUSD principals and teachers indicated that they had observed essentially the same positive change.

The SFUSD administrator limited his comments to the contact he has had with the project director, stating that "her attitude toward SFUSD has always been excellent and couldn't be improved. Having worked for the District, the director was already very aware and understanding of SFUSD's problems."

To those same questions, 95% of the paraprofessionals answering felt that there had been an improvement in neighborhood attitudes toward the SFUSD and increased awareness of the school's problems. Boardmember responses (N=5/7) and the director's response further confirm a positive change. To the question, "Do you believe neighborhood attitudes toward the SFUSD have improved?," all 10 parents who answered the question said "yes."

When asked, "Do you think there has been an improvement in the relationship between SFUSD and the Mission community?," again, the majority of SFUSD staff, project board and director, and the paraprofessionals responded that they felt there had been some or much improvement. One boardmember observed that the Mission community appears to be more informed than previously and two noted that a working relationship has been established



between the community and SFUSD. Additionally, one liaison worker said, "we've forced awareness of our problems and concerns," while another commented that now, "they (SFUSD) realize that the Mission community work close together for the well being of their children." Parents were not asked this question.

To summarize, as most of those individuals surveyed indicated that they observed a positive change, it can be said that for a project of its size, MEPI has made a significant impact on improving resident attitudes toward an understanding of SFUSD.



## Summary of Findings

### Process

The process evaluation of the Mission Education Projects, Inc., focused on the following areas: the administrative structure; the central administration and component operations, specifically the Tutorial Component and Cultural and Equipment Center; resident employment; citizen participation in administration and policymaking; planning, monitoring, and evaluation; and fiscal. Although the project generally ran smoothly, the evaluation uncovered several areas in need of attention.

Administrative Structure. To begin, the administrative structure of MEPI (as diagrammed in Figure 13) was effective with minor exceptions. These exceptions were primarily the supervision of the liaison workers and the supervision and payroll monitoring of the workstudy students. Despite the fact that the project analysis delegates overall responsibility for effective implementation of the tutorial to individual school site principals, there is no concise definition of who is responsible for supervising the liaison workers. Based on the plethora of answers given by the liaison workers as to who supervises them and to whom they report, it seems this area needs clarification.



Under the current structure, moreover, the workstudy students working outside of the MEPI components do not require MEPI signatures to verify hours worked and payroll, even though the MEPI director is technically responsible for monitoring these positions. As a result, the director has found it difficult to ensure that nontutor workstudy students get paid only for hours actually worked. The inclusion of the Career Opportunities Program in the MEPI structure seemed largely superfluous as there was little if any coordination between the MEPI and COP directors during the evaluation period. As COP was scheduled to be phased out, this issue was of no real concern in the present evaluation. Lastly, the Advisory Council described in the project analysis was never formed and as the composition of the MEPI board of directors approximates that suggested for the Advisory Council, it seems the latter would be primarily a duplication of effort.

Central Administration. The evaluation of the central administration was concerned with staff and performance objectives, general management, intrastaff communication, recordkeeping, and reporting. First, the job descriptions for the central staff were appropriate in most cases. With regard to the





project director's job description, the range of responsibilities seemed unrealistic for the in-depth fulfillment needed. As a result, the director fulfilled the activities she saw as high priority and, at the end of the evaluation period, delegated other supervisory tasks for the Tutorial, the Cultural and Equipment Center, and Workstudy to three newly hired CETA workers. Although the CEC coordinator did not fulfill the job description, the job description seemed appropriate. There were no performance reviews and no consistent supervision. Although this was understandable in light of the size of the staff (three members for the major portion of the evaluation period), this was a problem in the case of the CEC coordinator as he was not meeting the job description. Regular supervision would have ensured a more effective implementation of the Center's goals. The staff's prior employment appeared to qualify them for their positions and no specific training was undertaken. Staff were clearly informed of their duties and felt that their ideas and opinions were given consideration by the director. No formal staff meetings or systems of in-house communications were implemented; two staffmembers expressed the need for a clear system of office procedures and of communications with CDA and SFUSD. It was not until the end of the evaluation period that a system of centralizing raw data collected from the project components was established to assess progress and provide feedback for further planning.



Tutorial Component. The paraprofessional staff of the MEPI tutorial component were primarily female, Spanish-surnamed and Filipino, bilingual MMNA residents, and parents. Many were college graduates. The majority of tutors and liaison workers thought that their activities corresponded with their job descriptions, although six of the eight liaison workers said that the job descriptions should be revised. The SFUSD administrator interviewed, as well as the project director, suggested that the paraprofessional job descriptions needed to be more specific with regard to their duties and responsibilities. For the most part, the SFUSD personnel rated the tutors highly although several teachers cited the need for more adequate training. Five principals rated the liaison workers as "excellent" and "good," while three rated them as "poor." The MEPI director felt that the liaison workers had not been effective in their roles. Clearly, the quality of the paraprofessional staff varied greatly among individual school sites.

Whereas the liaison workers felt they were clearly informed of their duties and responsibilities, as did the majority of tutors sampled, many tutors did not. The paraprofessional answers to questions asking to whom they report were largely scattered, suggesting again that this was never clearly defined. Although most paraprofessionals said that they received supervision, they did not seem to agree on who supplied this supervision. This was especially reflected in the



liaison workers' answers. Only one liaison said that she reported to the principal only, while others identified the principal and the director (N=4), the director only (N=2), and the director and paraprofessional office (N=1). The director, furthermore, rated the supervision of the liaison workers by the SFUSD as "poor."

The paraprofessionals had heard about their jobs from SFUSD, MEPI staff, and such community organizations as MCO. They apparently did not have a choice as to their placements, though many felt that their placements were based on coordination of school needs and their skills. As the director's objectives with regard to her needs assessments reflected, it is important that the ethnic composition of the staff reflects the composition of eligible students. This was apparently not extended to include the male-female composition of the students as well. Even though SFUSD provided in-service paraprofessional training to MEPI staff, many teachers complained that this training was not adequate. They also suggested that the paraprofessionals should be able to speak and write English fluently.

A number of problems in the implementation of the tutorial activities at individual schools surfaced. Room facilities were inadequate in many cases, with tutorial sessions taking place in hallways at some schools. Though the tutors and liaisons met with regularity, there seems to be little meaningful communication between MEPI paraprofes-



sionals and school staff at some sites. Many tutors felt alienated from the teachers while teachers generally felt uninformed about the overall goals of the project. In some cases, for example, MEPI information given to the site principals for distribution to the teachers never reached them. One result of this lack of communication was an absence of well-coordinated strategies between tutors and teachers. As a result, tutors and teachers repeatedly cited the need for adequate planning times both prior to and during the school year. This would give the MEPI and SFUSD staff members the necessary time to identify students' needs, clarify what skills tutors need to maximize their effectiveness, devise coordinated workplans, and facilitate the accuracy of the tutors' prepared logs on pupil characteristics required by MEPI.

At the end of the school year, the MEPI staff began systematically collecting data on the pupils in the tutorial and on the tutor and liaison activities. While information of this type is necessary to maximize the effectiveness of future planning and determination of the project's impact, one principal felt that MEPI procedures for recordkeeping were unnecessarily bureaucratic and unsuited to the needs of his school. Recognizing that the recordkeeping procedures are relatively new, it appears that they need to be further refined so as to be mutually acceptable to the project and the school site personnel.





Cultural and Equipment Center. The Cultural and Equipment Center operations, due primarily to the failure of the coordinator to undertake several of the activities outlined in the job description, were reduced to lending out of equipment and materials to schools and community organizations. While this seemed to address needs of community organizations, the schools had little use for equipment and materials without additional services, such as instruction. The original focus of the CEC was on schools, and although the job description for the coordinator specified that active contacts were to be made with schools to assess their needs, this was never done. The van delivery service was not operational during most of the evaluation, furthermore, as the original van was stolen and had to be replaced. The lack of publicity for the CEC further minimized the effectiveness of its operations.

Resident Employment. Employment priority was given to MMNA residents in all components of the projects. The majority of central staff were residents as well as the majority of paraprofessionals sampled. The project director, however, felt that SFUSD personnel did not place as much emphasis on hiring Mission residents as they could and that CDA should take a stronger stand in recommending this to SFUSD. Based on data provided by MEPI, less than half of the workstudy students were MMNA residents.



Citizen Participation in Administration and Policymaking. In addition to residents employed by MEPI, citizen input into project administration and policymaking was channeled effectively through the board of directors. Although the board needed an additional member in order to conform to their by-laws at the time of the evaluation, the representation was appropriate. Further citizen input into MEPI's policymaking and administration came from the Mission Coalition Organization.

Planning, Monitoring, and Evaluation. For the major part of the evaluation period, the project received little effective technical assistance from the CDA. Initial work and overdue needs assessments were left primarily to the project director. Similarly, the director developed reporting forms for the Tutorial component and implemented their use at the end of the evaluation period. Of utmost importance too were the director's activities with regard to seeking of alternate funds. Whereas she has demonstrated increasing sophistication in the area of proposal writing, she found that this area is exceedingly time-consuming and requested assistance from CDA.

Fiscal. The audit prepared by Peat, Marwick and Mitchell, ending June 30, 1975, made suggestions for minor revisions in the project's internal control procedures and in the area of CDA compliance. A cost-benefit analysis of the Tutorial component, based on direct costs (salaries) only, showed MEPI tutorial costs to be comparable to another tutorial



involvement, the existence and effectiveness of this organization is clearly an example of a sustained participation structure which articulates and aggregates citizen needs and demands for services.

Additionally, channels through which parent residents were given the exposure to and an opportunity to develop technical and political know-how toward influencing the operations and decision-making of SFUSD affecting their lives was to have been developed. These channels were to take the form of school site parent contacts, with the dual purpose of informing parents of pupil progress and developing more extensive parent involvement and parent meetings. The success of this aspect of citizen involvement and range of implementation styles varied greatly among schools. This evaluation attributes these differences to any one or a combination of three factors. First, the parent liaison workers, as delineated in the project analysis (see Appendix), had primary responsibility for making parent contacts, yet when asked to describe their job responsibilities, a great deal of confusion emerged. Summarized by the director, the central role of the liaison worker is, "involvement of parents and community in education, the MEPI program and educational issues. They were supposed to be organizers for the project." She added that they had been effective in this role because "all the liaison workers on the payroll were required to visit parents for the first two years of the project — this year



they seem to feel that I was requiring them to do things that were not part of their job."

A second problem with parent involvement may stem from the Tutorial component structure and supervision of the liaison workers (see Tutorial component summary). The third possible factor affecting citizen involvement appears to be a reflection of varied needs at the different school sites. This assumption is consistent with a recent proposal by the Riles commission to shift major decisions from the central office to individual school principals in the San Francisco public schools. In summary, problem areas emerged regarding parent involvement at school sites and MEPI neighborhood impact was not consistently evident in this case.

Assessment of change in resident attitudes towards and communication with City agencies attributable to MEPI operations, was based on the relationship between those residents involved in MEPI and the SFUSD. Questionnaires were administered to SFUSD staff, project boardmembers, staff and paraprofessionals, and parents. The majority of those who responded felt that significant improvements had been made in both resident attitudes toward SFUSD and the relationship between SFUSD and the Mission community as a result of the project.





### Evaluation Recommendations

Based on the process and product findings presented previously, the Model Cities evaluation of the Mission Education Projects, Inc. makes the following recommendations.

#### I. Administrative Structure

- A. MEPI, in conjunction with the SFUSD, especially site principals, should determine specifically who is responsible for direct supervision of the liaison workers and develop a system of ongoing feedback from the supervisors to the MEPI director as to the adequacy of liaison worker performance.
- B. Workstudy students not directly related to MEPI through tutor placement should be required to obtain MEPI signatures on payroll logs to facilitate effective MEPI supervision of those students.
- C. MEPI, in conjunction with CDA, should determine the need for an Advisory Council in addition to the board of directors and depending upon their findings, either establish this council or delete it from the contract. This report's findings suggest that such a council is not necessary.



## II. Central Staff

- A. The duties of the MEPI director should be reviewed by the board of directors and refined so as to be realistic for in-depth fulfillment by the director. The CETA positions recently acquired to help fulfill the director's stated duties should be reviewed in accord with this revised director job description, and job descriptions outlining their responsibilities should be provided. The duties of the project director should be especially detailed with regard to the extent of her supervision of the Cultural and Equipment Center; this should also be clarified to the CEC coordinator.
- B. Regular supervision of central staff should be undertaken by the director to ensure that staff are fulfilling their job descriptions.
- C. Office procedures should be outlined, especially with regard to reporting to CDA and communicating with CDA and SFUSD.

## III. Tutorial Component

- A. There should be an increased emphasis on hiring of Mission residents on the part of both CDA and SFUSD.
- B. While emphasizing the need for bilingual staff, paraprofessional employment should be limited to those persons able to speak and write English fluently so as to be clearly understood.



Those interested in paraprofessional employment who do not meet this requirement should be strongly encouraged to qualify themselves by attending the Mission Language and Vocational School or an equivalent organization. Systems of referral should be established at MEPI.

- C. There should be an increased emphasis on hiring persons reflecting the diverse ethnic and sexual composition of the students; males especially should be recruited as paraprofessionals to equalize the present, predominantly female staff.
- D. Based on continuing needs assessments of the Tutorial schools, the number, ethnic origin, sex, and bilingual skills of paraprofessionals should be increasingly tailored to meet individual school site needs.
- E. The tutor and liaison worker job descriptions should be revised so that their duties are clear and operationally defined.
- F. A survey of the teachers (a random sample) should be conducted to determine what specific tutor skills are most in need of improvement. The results of this survey should be utilized in developing more relevant in-service training at SFUSD.



- G. Paraprofessionals should be encouraged to work towards the Instructional Aide Certificate offered by SF City College; MEPI and CDA should try to locate funds for staff development of this type.
- H. MEPI should provide information about its program and goals to site teachers as well as principals. Planning time prior to and during the school year should be established between tutors and teachers.
- I. Efforts should be increased to obtain appropriate facilities for the tutorial activities at each school site. Recordkeeping and recording should be implemented in such a way as to minimize duplication of effort and disruption of individual site procedures.
- J. The standardization and continued refinement of systems to centralize data collected on participants and paraprofessional activities from the school sites should be emphasized and utilized in future planning.
- K. A feasibility study should be done with regard to pre- and post-testing of tutees.

#### IV. Cultural and Equipment Center Component

- A. The services of the Center, including inventory of equipment and materials, and availability of van delivery, should be publicized to schools and nonprofit community organizations.





- B. The CEC coordinator should conduct a needs assessment of schools and nonprofit organizations to determine their needs for equipment and materials. This assessment should determine specifically the areas of requests for instructional services. Instructional services should be implemented in accord with the findings of this assessment.
- C. The use of the CEC should be restricted to nonprofit, as opposed to profit-oriented, community organizations. The greatest emphasis should be focused on those community organizations that are directly aimed at educational concerns and that operate on limited funds.
- D. Maintenance of audio-visual equipment should be improved.

#### V. Workstudy Component

- A. There should be an increased emphasis on recruiting MMNA residents for Workstudy positions.
- B. Placement of Workstudy students as MEPI tutors should be maximized with a secondary emphasis on placement to nonprofit community organizations.

#### VI. Citizen Participation

- A. The MEPI board of directors should take steps to maintain a membership of 9 to 11 members with a continued representation as stated in their by-laws.
- B. A survey of school sites should be conducted to determine the maximum parent involvement that is desirable and feasible.



- C. Based on continuing needs assessment of the school sites, parent involvement should be tailored to meet individual school site needs and potentials. Quantified objectives for parent involvement should then be defined regarding parent contacts for pupil progress reports and notification of parent meetings and activities.
- D. Responsibilities of the liaison workers should be clearly defined and monitored with regard to parent and community involvement.

#### VII. Planning, Monitoring, and Evaluation

- A. CDA should improve its technical assistance to the project in the area of planning. Specifically, CDA's Planning Unit should formulate project objectives which are both reflective of the project's activities and operationally defined; moreover, its to especially provide assistance in the area of locating alternate sources of funding and proposal writing.

#### VIII. Fiscal

- A. The audit recommendations made by Peat, Marwick and Mitchell should be fully implemented, especially with regard to property inventories.



### Bibliography

1. Berger, Peter, The Precarious Vision, Garden City, Doubleday, 1961.
2. Downs, Anthony, Citizen Participation in Community Development: Why Some Changes are Needed," National Civic Review, May 1975.
3. Kotler, Milton, Neighborhood Government, Indianapolis, Bobbs-Merrill, 1969.
4. Mission Housing Development Corporation "A Plan For The Inner Mission," San Francisco, 1974.
5. Office of the Mayor, Chicago Model Cities Program, "Chicago Model Cities Program: An Evaluation of Selected Projects," Chicago, 1971.
6. Pateman, Carole, Participation and Democratic Theory, Cambridge, Cambridge University Press, 1970.
7. San Francisco Model Cities Agency "HUD and City Year-End Report," San Francisco, 1974.
8. San Francisco Unified School District, "District Standardized Test Report, 1974-75," San Francisco, 1975.
9. San Francisco Unified School District, "Selected Data for Comparative Study in the Challenge to Effect a Better Racial Balance in the S.F. Public Schools 1966-1970," San Francisco, 1970.
10. San Francisco Unified School District "Supplement to Standardized Test Report, 1973-74," San Francisco, 1974.
11. Scriven, Michael, "Evaluation Perspectives and Procedures", Evaluation in Education, Berkeley, McCutchan Publishing Corp.
12. Suchman, Edward A., Evaluative Research: Principles and Practice in Public Service and Social Action Programs, New York, Russell Sage Foundation, 1967.



- 13.. Washnis, Goerge J., Community Development Strategies: Case Studies of Major Model Cities, New York, Praeger Publishers, Inc., 1974.
14. Washnis, Goerge J., Municipal Decentralization and Neighborhood Resources: Case Studies of Twelve Cities, New York, Praeger Publishers, 1972.
15. Weiss, Carol H., Evaluative Research: Methods of Assessing Program Effectiveness, Englewood Cliffs, Prentice-Hall, 1972.
16. Wirt, Frederick M., Power in the City: Decision Making in San Francisco, Berkeley, University of California Press, 1974.
17. Yates, Douglas, "Service Delivery and the Urban Political Order," p. 233 in W.D. Hawley and D. Rogers, Improving the Quality of Urban Management, Beverly Hills, Sage Publications, 1974.





Appendix A  
Project Analysis



## PROJECT ANALYSIS

PROJECT TITLE: MISSION EDUCATION PROJECTS, INC.

OPERATING AGENCIES: San Francisco Unified School District  
 135 Van Ness Avenue, San Francisco, California 94102  
 (and)  
 Mission Education Projects, Inc.  
 2652 Harrison Street, San Francisco, California 94110

I. TARGET POPULATION

- A) The project will serve diverse groups within the MNA target area: elementary school children from 16 public schools, college youth, parents, and parent groups, as well as teachers, administrators, and paraprofessionals.

In all, 3,161 residents of the MNA will be directly served by the projects in the 16 public schools.

B) Eligibility Criteria

1. The 16 elementary schools were chosen because they represented a high percentage of MNA residents (usually well over 25%), while a more concentrated effort was put forth for 10 of the schools because they represent about 50% of MNA elementary school children.
2. Certain program areas (Cultural Center, Tutorial) will serve the inner Mission schools more directly since there is a heavy concentration of MNA residents in these schools. The constant immigration and high percentage of Spanish-surnamed in these schools also demand closer work and deeper commitment to these children.

II. PROJECT OBJECTIVESA) Neighborhood Conditions

The educational conditions outlined in the Second Action Year Project Analysis remain essentially the same. The basic conditions to be addressed by this program continue to be: (1) the problem of the Mission Schools in educating Mission children adequately, and (2) the learning (especially language and cultural) problems that surround the early childhood of Mission children.



## B) Project Objectives

1. To provide in-service training for paraprofessionals in the Tutorial program in conjunction with those programs provided by the San Francisco Unified School District.
2. To demonstrate the value of Tutorial services available to children on a one-to-one basis as part of the on-going school program. Tutoring will be coordinated by 10 specially trained paraprofessionals. In addition, 50 parents will directly serve 200 Mission children levels 1 through 6.
3. To make available equipment, learning hardware, and cultural materials not usually available from San Francisco Unified School District for 33 schools serving MNA residents to enhance the learning process and to enrich the cultural activities of these schools. Also, this equipment and material will be available to different Mission community organizations recognizing the primary educational purpose of the equipment and materials.
4. To assist and coordinate 24 college students from the MNA by providing jobs through a Workstudy program at San Francisco State University and San Francisco City College.
5. To continue to provide stipends and supporting services to the COP students as part of the SFUSD program.

## III. CONTENT AND OPERATION

### A) Specific Services and Key Activities:

1. In-service training of paraprofessionals in the Tutorial program. Training for paraprofessionals will be provided through regular channels of the SFUSD.
2. Tutorial Services

The Tutorial services will be provided through coordination with Dr. Robbin's office, designated by Dr. Morena to handle the program as a whole. Services will be provided at Alvarado, Bessie Carmichael, Bryant, Hawthorne, Buena Vista, Douglas, Edison, Marshall, Patrick Henry, and Sanchez schools. Tutorial services will be provided in the following manner:



- 10 liaison and 50 tutors; normally 1 liaison and 5 tutors per school
  - the liaison person will work 30 hours per week
  - the tutors will work 15 hours per week
  - the on-site principal will have responsibility for the tutorial program in an individual school
  - joint-hiring procedures will be followed so that MNA bilingual residents will be interviewed for the remaining available positions
  - fiscal control for the tutorial and COP projects will fall to the SFUSD as in the past
3. The COP program will continue to be administered and fiscally controlled by the SFUSD. Liaison to this project will be maintained through the director of the Mission Education Project, Inc.
  4. The Workstudy program will continue to provide job opportunities in the MNA for 20 students at City College and approximately 4 at San Francisco State University. The program will be administered and coordinated by the director of the Mission Education Project, Inc.
  5. The Cultural and Equipment Center will continue its service of equipment, cultural artifacts, and learning materials to 33 schools of the Mission area and interested groups within the MNA. The project will be fiscally and administratively run by the Mission Education Project, Inc., through its director. Staff will actually coordinate the Center's activities. A van and driver will be utilized to pick up and deliver materials from the Center to the schools.
  6. The project will operate from the Mission Education Projects, Inc., Office at 2652 Harrison Street, San Francisco, California. Working hours will be from 9 to 5, Monday through Friday.

#### IV. PROJECT TIMETABLE

October 21 has been set as the beginning of the Tutorial component of the education project. The other parts of the program are fully operations.

#### V. EVALUATION AND MONITORING

##### A) Performance

The Mission Education Project will continue to be monitored and evaluated by the Citizen Participation Unit, Education subcommittee, the Mission Education Project, Inc., the Advisory Committee, and the Model Cities Agency. The mechanism to accomplish this will include monthly progress reports, i.e., Output Summary.





## VI. ADMINISTRATION AND ORGANIZATION

### A) Negotiation and Contract

1. Negotiations with the SFUSD will include the representative from the Mission Education Project, Inc., the Education subcommittee of the Citizen Participation Unit, and the CDA.
2. The contract to be signed with SFUSD will include the following signatories: SFUSD, CDA, and Mission Education Project, Inc.
3. The programs involved in the contract include: COP Tutorial, the Cultural and Equipment Center, and the Workstudy programs.
4. The Model Cities Council has the right to review all contracts, but does not actually sign the legal document itself.

### B) Administration

1. The program included in the contract will be administered at two levels:
  - a. The Tutorial and COP projects will be administered through the offices of the SFUSD. On-site liaisons, principals, and teachers will supervise the tutorial component, while Mary Frazier, Project Head of the COP, will continue to supervise that program. In both instances the director of the MEPI will coordinate and serve as the point of contact with the representative of the SFUSD to insure that the interests of the Model Cities Program are being met in the implementation of these projects.
  - b. The Workstudy and Cultural and Equipment Center projects will be directed, administered, and supervised by the director of the MEPI.
2. Fiscal responsibility for the Tutorial and COP projects will fall to the SFUSD. Fiscal responsibility for the Workstudy and Cultural and Equipment Center will be part of the central accounting system established in the CDA. The director of the MEPI will be the point of contact with the CDA in working out the details in this area.



3. In order to insure proper administration and implementation of the education program, the MEPI will hire a director and secretary.
4. The CDA, as contractor for the Model Cities funds in education for the Mission, shall continue its role of monitoring and evaluating the projects in accordance with the contract, shall continue to provide technical assistance to the project and subcommittee as requested and necessary, and shall continue to provide a link to the representative of the SFUSD through the director of planning and the program specialist in education. This same linkage will be utilized to the MEPI and the subcommittee for education in the Citizen Participation Unit.

C) Advisory Committee

In order that the legitimate concerns of the citizens of the MNA are safeguarded and met in all those areas that relate to the Model Cities Program in education in the Mission, an advisory committee is hereby established in the following manner:

1. The Advisory Committee shall be composed of 9 members:
  - a) Three members composed of staff from the MNA to be appointed by SFUSD from a list submitted by SFUSD to the Education Committee.
  - b) Six members composed of parents and at least one youth to be selected by the community committees.

Committee members of the Citizen Participation Unit and Model Cities Council members cannot serve as members of the Advisory Committee. Members of the board of directors and immediate staff (director and secretary) of the MEPI cannot serve as members of the Advisory Committee.

2. Functions of the Advisory Committee:

- The Advisory Committee shall assist the Education Subcommittee in developing and formulating education policy implemented by the MEPI and SFUSD.
- The Advisory Committee shall safeguard the legitimate and valid interests of the MNA residents of the Mission regarding education.



- The Advisory Committee shall review and comment on evaluation studies being prepared and executed by the CDA evaluation staff.
- The Advisory Committee shall draw together those community resources that will assist in resolving the problems of the educationally disadvantaged in the Mission.
- The Advisory Committee shall promote parent involvement in the decisionmaking process, and whenever possible in the projects themselves.
- The Advisory Committee will make recommendations to the SFUSD and MEPI through the designated subcommittee representative.
- The Advisory Committee shall hold monthly meetings open to the community at large.
- Concerns of the Advisory Committee regarding the implementation of the programs by MEPI should be made through the chairperson of the Education Subcommittee and the director of the MEPI.

#### VIII. FUNDING

- A) At the present time, all funds for this project are supplementary funds.

B) Future Funding Strategies

The program areas dealing with Tutorial, bilingual, COP are being investigated intensively by the MCA staff for matching federal and state funding for the next Action Year.

Since a major part of the program deals with the area of reading and learning problems connected with it, we are looking into the various federally sponsored programs, such as the Right-to-Read Program, to match HUD supplemental funds.

#### IX. CITIZEN PARTICIPATION

- A) MNA residents have an essential role in the Advisory Committee process in the various project areas and in the overall structure of the MNA itself.



1. The Education Subcommittee is composed of parent groups, community organizations, and MNA residents.

The Education Subcommittee makes recommendations and reports to the MMNCP Unit.

2. The Education Advisory Committee is assured citizen participation through its composition.
  3. Citizen participation on the Subcommittee is recruited from parent groups in each of the Model Cities schools, parents of students participating in the individual education program areas, and community organizations.
- B) Citizen participation will continue to reflect present Subcommittee planning efforts in various components of the project.
1. To participate fully as neighborhood representatives in policy board meetings.
  2. To insure adequate lines between educational projects and other Model Cities programs operating in the Model Neighborhood.
  3. To initiate planning for new or revised programs for the Model Neighborhood.
  4. The tutorial program will continue to reflect the strong influence of parents. All shall have an input into the direction and design of the program together with that of the teachers.

#### X. PARAPROFESSIONALS

##### A) Parent Liaison

The parent liaison worker shall primarily through home visitations and telephone calls disseminate information to parents of students/participants so that the parents will be better informed about the Mission Education Project and the school shall organize parent groups and committees on the school site for participation in this project; also the liaison will be responsible for time sheets of the tutors under his or her supervision.





B) Parent Tutors

1. Works with MNA children on an individual or small-group basis in order to diagnose learning problems and to work with the children and their parents in overcoming these problems.
2. Reports to on-site liaison worker and performs duties as assigned.
3. Parents of children in the programs should be selected from the MNA.



Appendix B  
Job Descriptions



IMMEDIATE OPENING

## PROJECT DIRECTOR

POSITION: PROJECT DIRECTOR (EDUCATION PROJECTS ADMINISTRATOR)

COMPENSATION: \$15,000/year

CONTRACTING PERIOD: PRESENT TO JUNE 30, 1975, EXPECTED RENEWAL AT END  
OF INITIAL CONTRACTING PERIOD

FUNDING: POSITION FUNDED THROUGH SAN FRANCISCO MODEL CITIES AGENCY,  
OFFICE OF THE MAYOR, CONTRACT

CONTRACTING AGENCY: MISSION EDUCATION PROJECTS, INC.

INQUIRIES: APPLICATION RESUME OF QUALIFICATIONS AND EXPERIENCE SHOULD  
BE DIRECTED IMMEDIATELY TO:

Board of Directors  
Mission Education Projects, Inc.  
2652 Harrison Street  
San Francisco, California 94110

EXPECTED CLOSING DATE: RESUME APPLICATION SHOULD BE SUBMITTED BEFORE  
OCTOBER 21, 1974; FORMAL FORM APPLICATIONS OBTAIN-  
ABLE AT THE ABOVE ADDRESS MAY BE PREPARED AFTER  
SUBMISSION OF AN INFORMAL RESUME AS A TIME SAVING  
CONVENIENCE TO APPLICANTS

---

Brief Description:

The position of Project Director will provide an opportunity for a creative individual to demonstrate capabilities in administering on-going education projects in the Mission community and to design and direct new projects which are expected to be initiated within the Director's broad discretion. The Director will be hired by and directly responsible to the Board of Directors of the nonprofit corporation, Mission Education Projects, Inc., but, will be expected to work cooperatively with representatives of the San Francisco Unified School District and with the C.D.A., San Francisco Model Cities Agency, as well as community groups, in fulfilling the objectives of a triparty education contract. The Director will be required to actively seek funding from additional public and private sources for additional education projects within the Mission community and particularly the Mission Model Neighborhood Area. Further, the Director shall be responsible for supervising the ongoing operation of the Mission Cultural and Equipment Center.

Note: This is not a comfortable 9-5 job opportunity. The success of the Mission Education Projects, Inc. programs and refunding will depend largely on the efforts of the Project Director.



Major Duties and Responsibilities:

1. Handles the Mission Education Projects, Inc. administrative paper work and program procedures and also the preparation and submission of reports and administrative information.
2. Initiates contacts at State, Regional and Federal levels, and with private foundations regarding new developing sources of funding procedures and proposal requirements.
3. Provides assistance and advice to school administrators, Mission community education committees and the sub-committee on education of the Citizens Participation Committee of the Model Cities Agency; and, assists in the resolution of specific Mission community problems arising in the area of education.
4. Develops working contacts with the Mission Model Cities Neighborhood school administrators, parents and students in order to formulate solutions to community concerns affecting the development and implementation of all projects involving Mission Education Projects, Inc.
5. Develops and maintains evaluation and performance monitoring methods for all projects involving Mission Education Projects, Inc.
6. Participates in Model Cities Agency program finance negotiations and program planning.
7. Supervises the management of the Mission Cultural and Equipment Center at 2652 Harrison Street.
8. Supervises staff personnel of Mission Education Projects, Inc.
9. Works with accountant at C.D.A., San Francisco Model Cities Agency in preparation of monthly expenditures.
10. Attends those community meetings necessary to assist him in performing his duties.
11. Assumes other duties and responsibilities as assigned by the Board of Directors of Mission Education Projects, Inc.

Preferred Qualifications:

1. Work experience in education planning, teaching, and/or a closely related field, or an equivalent combination of education and experience.
2. Knowledge of education conditions and practices in San Francisco and educational delivery systems in the Mission community.
3. Bi-lingual, bi-cultural with working experience in the Mission Community, particularly in education.
4. A resident of the Mission Community, preferably the Mission Model Cities Neighborhood Area.





IMMEDIATE OPENING

## COORDINATOR

POSITION: COORDINATOR FOR CULTURAL MATERIALS  
AND EQUIPMENT FOR EDUCATION PROJECTS

NOTE POSITION MAY BE DIVIDED INTO TWO  
POSITIONS ON A 2/3 - 1/3 SPLIT

COMPENSATION: \$8000/YEAR (12 months) IF POSITION IS SPLIT  
ADDITIONAL FUNDS FOR A \$6000/\$3000  
SPLIT MAY BE AVAILABLE

CONTRACT PERIOD: PRESENT TO JUNE 30, 1975, EXPECTED RENEWAL  
AT END OF INITIAL CONTRACTING PERIOD

FUNDING: POSITION FUNDED THROUGH A CONTRACT WITH  
THE SAN FRANCISCO MODEL CITIES AGENCY,  
OFFICE OF THE MAYOR.

CONTRACTING AGENCY: MISSION EDUCATION PROJECTS, INC.

INQUIRIES: APPLICATION RESUME OF QUALIFICATIONS AND  
EXPERIENCE SHOULD BE DIRECTED IMMEDIATELY  
TO:

Board of Directors  
Mission Education Projects, Inc.  
2652 Harrison Street  
San Francisco, California 94110

EXPECTED CLOSING DATE: RESUME APPLICATION SHOULD BE SUBMITTED  
BEFORE Feb. 3, 1975 FORMAL FORM  
APPLICATIONS OBTAINABLE AT THE ABOVE  
ADDRESS MAY BE PREPARED AFTER SUBMISSION  
OF AN INFORMAL RESUME AS A TIME SAVING  
CONVENIENCE TO APPLICANTS.

Brief Description:

The position of Coordinator will provide an opportunity for one or more persons to demonstrate their creative capabilities in developing the role of a community based cultural center to serve the Mission community residents, particularly in the field of education. The



Coordinator

page 2

Coordinator will manage the Mission Cultural and Equipment Center at 2652 Harrison Street under minimal supervision from an overall education projects director. The Coordinator will be responsible for the lending and return of materials and equipment from the Center to schools and other groups or organizations, particularly those involved in education. The coordinator shall actively make contacts with teachers and administrators in schools serving Mission Neighborhood Area (MNA) children, particularly in ESL and bi-lingual programs, to determine the needs not only for materials and equipment necessary to enrich a multicultural experience, but for the nature of technical and community assistance required to make the multicultural learning experience a success.

If the position is split, it is contemplated one principal coordinator shall work at least the regular hours of 9 a.m. - 3 p.m. and the secondary coordinator shall work at least the regular hours of 2p.m. - 5 p.m. The principal coordinator shall have the primary responsibilities and supervision of the program. Preferably if the position is split, the coordinators shall be of different ethnic background in order that cultural base of the Cultural Center can be expanded.

#### Major Duties and Responsibilities:

1. Manages the Mission Cultural and Equipment Center.
2. Coordinates the inventory, lending and returning of materials and equipment from the Center.
3. Actively initiates contacts with teachers and administrators in schools serving MNA children to determine their needs for materials, equipment and assistance.
4. Expands the materials available at the Center to include materials relating to additional ethnic cultures.
5. Provides assistance to community individuals and organizations in the resolution of community needs or problems from the resources available through the Cultural Center.
6. Assists the Projects Director in administering Mission Education Projects, Inc. program and designing and funding new programs.
7. Under the direction of the Project Director, coordinates the work study program.
8. Attends those community meetings necessary to assist him in performing his duties.



Coordinator

page 3

9. Assumes other duties and responsibilities as assigned by the Board of Directors of Mission Education Projects, Inc.

Preferred Qualifications :

1. Work experience or education in administration and education or strong interest in ethnic cultural matters as they relate to community education.
2. Ability and desire to work with others in developing a unified effort to improve education for all residents of the Mission community.
3. Some knowledge of education conditions in the Mission community.
4. Bi-lingual, bi-cultural with working experience in the Mission community, particularly in education or multicultural matters.
5. A resident of the Mission community, preferably the Mission Model Neighborhood Area.



IMMEDIATE OPENING

## ADMINISTRATIVE — SECRETARY

POSITION: Administrative Secretary

COMPENSATION: \$7,000/YEAR (12 Months)

CONTRACT PERIOD: Present to June 30, 1975, expected renewal at end of initial contracting period

FUNDING: Position funded through a contract with the San Francisco Model Cities Agency, Office of the Mayor

CONTRACTING AGENCY: Mission Education Projects, Inc.

INQUIRIES: Application Resume of Qualifications and Experience should be directed immediately to:

Board of Directors  
Mission Education Projects, Inc.  
2652 Harrison Street  
San Francisco, California 94110

EXPECTED CLOSING DATE: Resume application should be submitted before October 28, 1974; formal form applications obtainable at the above address may be prepared after submission of all informal resumes as a time-saving convenience to applicants.

BRIEF DESCRIPTION:

The position of Administrative Secretary will provide an opportunity for a person having both secretarial and administrative skills to participate in the operation of numerous education projects in the Mission community. The ultimate task of coordinating and typing reports, letters, and other paperwork of Mission Education Projects, Inc., and its administrative staff, will befall the administrative secretary. However, it is expected that this position be filled by a person who will take an active part in the decisionmaking and administration of the education projects.





Major Duties:

1. Responsible for coordinating scheduling and typing administrative paper work of Mission Education Projects, Inc. under the direction and supervision of the Project Director.
2. Assists in the development of programs, with particular attention to administrative procedures to insure the smooth operation of all projects.
3. Supervises assisting personnel from work study and other programs assigned to Mission Education Projects, Inc.
4. Manages the Cultural and Equipment Center in the absence of the project director and the coordinator.
5. Attends those community meetings necessary to assist in the performance of the job position.
6. Assumes other duties and responsibilities as assigned by the project director or the board of directors of the Mission Education Projects, Inc.

Perferred Qualifications:

1. Exceptional secretarial and administrative skills.
2. Bilingual, bicultural, preferably with working experience in the Mission community.
3. A resident of the Mission Community preferably the Mission Model Cities Neighborhood Area.

U.C. BERKELEY LIBRARIES



C123307455

INSTITUTE OF GOVERNMENTAL  
STUDIES LIBRARY

JUL 15 2024

UNIVERSITY OF CALIFORNIA





